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ABSTRACT

Intended as a planning and implementation aid for European political decision makers and organizers of projects that train and employ disadvantaged young people, this document consists of three sections. The first section systematically elaborates on major planning areas (objectives, pedagogy, integration into employment, staff qualifications, and funding) and includes flowcharts showing various planning stages. The second section consists of a description and analysis of existing innovative approaches to the training and employment of disadvantaged young people. Within that section, the following aspects of the European Community and the innovative approaches are discussed: (1) background information, such as labor market trends and the limits of government; (2) principal functions and basic structures of the innovative projects, including those used to motivate the disadvantaged youth; (3) pedagogical and didactic methods used; and (4) the importance of creating new jobs in which the youth can be employed. The third section contains the appropriate forms of goal-oriented training, the appropriate strategies for integrating the youth into local employment, a set of qualifications for the ideal staff, and the forms of support that are essential. The appendix contains a list of participants who provided the guide's information, project descriptions, and a list of organizational resources and contacts. (CML)

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Training for everyone
A guide to the planning of innovative training and employment projects for unemployed young people in the European Community

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Frankfurt, may 1986

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Introduction

This guide is the most important outcome of a CEDEFOP project entitled 'Training of young people in innovative local employment initiatives', which was undertaken from 1983 to 1986.

The purpose of this project was to establish whether and to what extent innovative training and employment initiatives can help disadvantaged young people, for example, and what features of such initiatives can be incorporated in the formal vocational training system.

Specifically, the aim was to discover:

(i) what opportunities the various projects provide for the vocational training and integration of marginalized and socially disadvantaged young people;

(ii) what special role should be played in this context by the specific concepts and models for an innovative combination of work and learning;

(iii) how far the new training and employment initiatives are or might be integrated into existing structures;

(iv) what innovative impulses they might give to the vocational training system as a whole;

(v) what forms of transfrontier cooperation between projects appear appropriate and possible.

This study is designed to help decision-makers in the Member States and Community institutions, especially the Commission in this instance, with

(a) the evaluation of project proposals, e.g. during the planning and implementation of innovatory measures to be assisted by the European Social Fund,

(b) the future formulation of guidelines on the administration of the Fund and national financing instruments,

(c) the political implementation of a whole series of resolutions concerning the European Community's vocational training, employment and youth or social policies.(1)

It is also intended as a source of project ideas and planning aids for planners and organizers and of practical support in the implementation of these ideas, where this is possible without local, regional and national institutional and organizational structures being involved.

From July 1983 to March 1984 studies were carried out in seven Member States of the European Community, one or two particularly interesting projects being inspected in each and selected for a closer study. These projects were expected to satisfy a number of criteria, which were discussed with a CEDEFOP steering group. The criteria included:

(i) several years of experience of integrating young people into society and employment;

(ii) an exemplary combination of training and employment;

(iii) broadly based vocational training recognized both within the confines of the project itself and in the labour market;

(1) See in particular the resolutions of July 1983 on vocational training policy in the 1980s (OJ C 193, 1983, p. 2) and 1984 on local employment initiatives (OJ C 161, 1984, p. 1).

(iv) consideration of the problems facing marginalized young people, who are not adequately helped by the standard programmes or, for that matter, by many of the special government programmes;
(v) innovative products and/or production conditions or ways of organizing work that are particularly attractive to young people; and
(vi) some of their costs to be met from their own income, i.e. an attempt to achieve a certain level of financial independence.
These projects were thoroughly appraised by the team of experts during this first phase.
An initial comparison was made during a CEDEFOP conference in May 1984 to enable experience and information to be exchanged. A summary conference report can be obtained on request. It contains a brief description of the projects considered and the conclusions drawn during the discussions in the working groups and the plenary sessions.
In late 1984 a working group consisting of some 20 project staff members, planners, researchers and representatives of appropriate agencies in the Member States was set up (see list of members in the Annex, p. 94).
At five workshop meetings, which were combined with on-the-spot inspections of projects and discussions with trainers and educators or experts, a number of aspects were considered in greater depth and illustrated with the aid of practical examples:

1. Combining work and learning
This workshop was held at the production school in Randers, Denmark, from 28 April to 1 May 1985. Apart from the methodological and didactic approaches to the combination of work and learning for marginalized young people, a focal area of discussion was the possibility of involving young people in the development of products for the local market and improving their employment prospects.

2. Local partnership and prospects for marginalized young people
This workshop was held at the 'entreprise intermédiaire' ATFJ (Atelier pour le travail et la formation des jeunes), an innovative employment initiative for young people, in Chambéry, France, from 9 to 13 June 1985.
On the basis of the experience of the ATFJ and other projects in the Member States represented at the workshop, 'local partnerships' established to improve the prospects of marginalized young people, their stabilization, the support they receive in developing initiatives of their own and revitalizing local labour markets, the search for niches for new products and services around which training can take shape were considered.
Taking the 'Mission locale' (a local institution which promotes the training and employment of young people) as an example, difficulties and possible solutions in a local context were discussed.

3. Target group, training objectives and skilled personnel
The third workshop was held in Groningen, the Netherlands, from 25 to 28

September 1985.
At the Provincial Foundation for Employment Projects three aspects were considered in greater depth: training objectives in the context of the educational and social background of young people, cooperation among project staff, the organization of their work and their responsibilities, and the continuing training of all staff.

4. Costs, funding, subsidization of the projects

This aspect was considered at a workshop held in Bologna, Italy, from 11 to 13 December 1985. The Office for Youth Initiatives of the City of Bologna presented a wide range of innovative local projects for the training and employment of young people. The workshop focused on the question of ensuring the 'economic viability' of the projects, i.e. the tension between public funding and the projects' desire to be economically independent without abandoning their social objectives. This was combined with a discussion of the various integration strategies: preparation for the normal labour market or the creation of innovative socio-economic areas of employment and an experimental labour market.

5. Final discussion of an initial draft of the guide

A last workshop attended by some of the members of the working group was held at the Ruhrwerkstatt in Oberhausen on 7 and 8 April 1985 for the final discussion of the content, structure and purpose of the guide. The draft submitted by two of the authors, H.-J. Petzold and P.-M. Ketter, was examined to ensure that it was complete, that the most important statements made were correct and above all that it reflected the conclusions drawn during the discussions at the various workshops.

The cooperation of the projects at Randers, Chambéry, Groningen, Bologna and Oberhausen in the organization of the workshops was crucial to the success of the Cedefop project. The commitment of all the project staff and their willingness to permit a frank discussion of their day-to- day experience — favourable and unfavourable — greatly increased the knowledge of all concerned.

Pressure of time and financial constraints sadly prevented CEDEFOP from holding workshops at the 'Science- Service-Travail' project in Nivelles, Belgium, or the Limerick Youth Service, Ireland, despite the willingness expressed by representatives of these projects on several occasions.

The work on the guide was greatly helped by the opportunity to combine the theoretical discussion of wider-ranging subjects at the workshops with practical examples of young people's jobs and training places in their own environment. This made for a frank and often lively discussion, in which a growing desire for consensus was apparent. The participants were able to consult the young people and especially their trainers and to make a better assessment of their performance and the results of their work. This not only provided an excellent opportunity for all concerned to exchange information and experience and so appraise each other: it also meant that they too underwent some

thing akin to in-service training. The study led to numerous working contacts between projects in different countries and even, in some cases, to practical cooperation, including the exchange of trainers and young people.

We take this opportunity to thank all the members of the working group and the team of rapporteurs for their excellent cooperation and active involvement in this CEDEFOP project.

We are particularly grateful to the working group's hosts:

(i) Lars Engberg, Niels Hauberg, Mogens Jensen and the Randers production school in Denmark;

(ii) Patrick Brun, Jacqueline Manavella, François Pornon and the ATFJ in Chambéry, France;

(iii) Bert Smit, Jan van Rossem, Jan Hendrik Woldring and the Provinciale Stichting Werkgelegenheidsprojekten Groningen, the Netherlands;

(iv) Vittorio Capecchi, Mauro Felicori and the Comune di Bologna, Italy;

(v) Hans Konrad Koch, Roland Matzdorf and the Ruhrwerkstatt in Oberhausen, the Federal Republic of Germany.

All the members of the working group hope that this guide will prove helpful in the establishment, expansion and stabilization of many other innovative training and employment initiatives, particularly for disadvantaged young people, but also for other groups in a comparable situation, e.g. the long-term unemployed, women seeking employment, and foreign workers.

It is hoped that this guide will be widely used to help bring about the implementation of general declarations of intent, of which there have been plenty at all levels, including the European Community.

For their support and great patience during this project our special thanks go to the members of CEDEFOP'S Management Board, who have given both conceptual and financial support. We are also very grateful to the representatives of the European Community's Youth Forum and of the European Trade Union Confederation for their active and constructive participation.

A very special word of thanks goes to the project group at the University of Frankfurt, Hans-Joachim Petzold, Per Ketter and Wolfgang Schlegel, who have undertaken this project on CEDEFOP'S behalf with understanding and great dedication. This guide reveals only a fraction of the time and effort they have devoted to the project.

Burkart Sellin
Project leader

Purpose and structure of the guide

The guide on combined training and employment projects is intended as a planning, organization and implementation aid for **political decision-makers and organizers** of projects for the training and/or employment of marginalized young people.
Part A of the guide gives various general **tips** on the conceptual development of such projects. To this end, **major planning areas** are indicated and appropriate questions posed to permit the **systematic elaboration** of these areas. The reader can also refer to the descriptions of the links between these areas in the relevant chapters of the guide. Finally, a **flow chart depicting the development** of innovative training and employment projects shows the various stages through which the conceptual planning of a project should pass.
Part B of the guide (Chapters I to V) largely consists of a description and analysis of existing innovative approaches to the training and employment of young people.
The **first chapter** reviews the background against which innovative projects for the training and employment of young people are being developed: the **labour market trend,** the consequent **marginalization of young people** and the **limits to government measures** in the European Community to combat youth unemployment. In short, it can be said that marginalized young people are particularly prone to fall through the net of government measures and so derive no benefit from them.
In all the Community countries this situation has given rise to **new projects** which have developed innovative approaches to the training and employment of marginalized young people.
The **second chapter** attempts to describe the principal functions and basic structures of these innovative training and employment projects. **Holistic forms of training and syllabi** and the **combination of work and learning** are fundamental aspects of these approaches to training and employment. The projects are thus able get through to the target group and motivate it to participate in learning processes that lead to higher things.
The **third chapter** primarily considers how and for what innovative training and employment projects teach skills. To this end, the innovative **pedagogical and didactic methods** used by the projects are expounded and the goals of the various training strategies are discussed. We consider a **graduated model** of stabilizing, training and employing marginalized young people to be an **appropriate training strategy** for this target group.
The most important requirements to be satisfied if young people are to be successfully integrated into employment are described in the fourth chapter. An essential prerequisite if this target group is to have sound future prospects is the **creation of new jobs.** We assume in this context that the integration of the projects into the **local environment** will be particularly conducive to the creation of new jobs. **Cooperation** between training and employment projects, the local au

thorities and the local business community can be regarded as a further requirement for effective strategies aimed at integrating marginalized young people.
The development of **new products and services** likely to improve co-operation with local firms and enable new employment projects to be established is a third requirement for the successful integration of young people into employment.
The **fifth chapter** summarizes the main pedagogical aspects of the innovative projects. The combination of training and employment, the holistic and transparent nature of work and learning activities and the integration of work and learning into the local environment can be regarded as **characteristic features** of the new approaches adopted by these projects.
Part C (Chapters VI to VIII) sets out **guidelines** on the planning and implementation of innovative training and
employment projects.
The **sixth chapter** — 'How can innovative training and employment projects help to create permanent jobs?' — considers the two requirements that need to be satisfied: **appropriate forms of goal-oriented training** and **appropriate strategies for the integration** of marginalized young people into employment.
The **seventh chapter** focuses on the **qualifications of the staff** of innovative projects. The formulation of basic propositions produces an **ideal set of qualifications** for the technical staff of innovative training and employment projects.
The various **forms of support** needed if this model innovative training and employment project is to become reality are described in the **eighth chapter.** Apart from **political recognition** and the development of appropriate **advisory facilities, financial support** can be considered essential.
In conclusion, we should like to thank all those who attended the workshops: their cooperation has contributed to the compilation of this guide.

The main project areas — Planning aids for the development of innovative training and employment projects

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With a view to giving all existing and would-be project planners various **general tips** on the implementation of their project, the following considers the **main planning areas.** They are designed to help the reader to develop a holistic concept of innovative training and employment initiatives by posing specific questions.

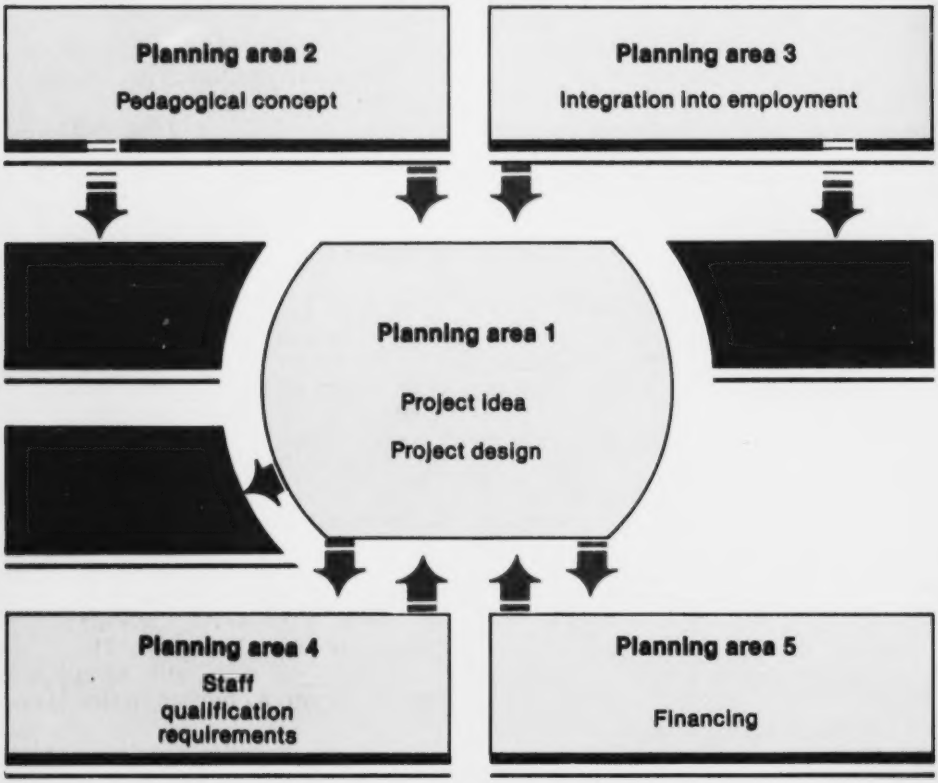
As we largely adhere to the structure of this guide, the reader will be able to refer to the appropriate chapters for information on the links underlying these planning areas. The descriptions of selected projects in the annex will also provide a number of pointers to the simplification of project development.

In view of the peculiarities of national education systems and labour market conditions, it would be inappropriate in this context to attempt a generally valid guide to the development of projects in all the Community countries. Instead, projects will be described in their **national context,** with our planning aids intended as a **basic guide.**

The main planning areas are underpinned by the discussion of central issues, thus permitting a systematic elaboration of the essential areas of conceptualization largely irrespective of the background situation.

In the development of innovative combined training and employment projects a distinction can be made between **five main areas,** which we believe are important for the successful conception of such projects and are shown in the following diagram:

The main planning areas in innovative training and employment projects



1. Planning Area 1: The project's objectives

To ensure the systematic development of innovative training and employment projects, a study should first be made of the **regional or local need** for such projects:

Analysis of the regional or local labour market situation (see Part B, Chapter I)

(i) How does the regional labour market differ from others?

(ii) How is unemployment distributed among the various age groups, or which age groups in the region are hardest hit by unemployment?

(iii) Which categories of young people with what problems are particularly affected?
(iv) How is unemployment distributed among the various occupations?

Analysis of the regional/local training situation (see Part B, Chapter I)
(i) How can the training situation in the region be described?
(ii) What is the dominant training structure in the region, and is the training system attuned to the employment system (areas of training, structure of industry, etc.)?
(iii) What schemes are specifically intended for unemployed young people?
(iv) At which target groups are such schemes aimed?
(v) What opportunities are there for cooperating with existing projects/-organizers of training or employment schemes?

On the basis of the information thus obtained, the first steps in the planning of the new project should be taken:
(i) At which target groups is the new project to be aimed? (See Part B, Chapter I)
(ii) What objective is the project to pursue?
(iii) Is the project to place the emphasis on the pedagogical side or on employment, or a combination of the two? (See Part B, Chapter II)

2. Planning Area 2: Pedagogical concept
At this stage of the project planning the main aim is to decide on the **pedagogical concept** of the future project as an appropriate training strategy:
(i) What pedagogical concept seems appropriate to the target group? (See Part B, Chapter III)
(ii) How can work and learning be combined in the project, and can corresponding holistic approaches to the training of young people be adopted? (See Part B, Chapter II)
(iii) What is the aim of the training strategy: are the young people to go on to further training, or are they to be integrated into employment? (See Part B, Chapter III)
(iv) In which occupations is training needed, and can these specific training strategies be implemented in the project? (See Part B, Chapter I)

3. Planning Area 3: Integration into employment
Depending on the project's objective, the following questions need to be answered in this area: (see Part B, Chapter IV / Part C, Chapter VI)
1. Is the project's objective to integrate young people into training or employment?
2. What opportunities are there for integration into further training (e.g. vocational training)?
3. What opportunities are there for integration into employment, i.e.
(a) how might the project cooperate with local firms/companies or other training or employment projects?
(b) what prospects are there at local level for the creation of new employment opportunities
(i) to fill gaps in the supply structure,
(ii) to fill gaps in the market,
(iii) to meet local needs?

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4. What are the young people's employment needs?

4. Planning Area 4: Qualifications of the staff

The project concept and consequent objectives will also determine the qualifications required of the future project **staff.** The questions that need to be asked in this context are: (see Part C, Chapter VII)

(i) How many staff members should the project have, and what range of experience of work and life should they have?

(ii) What socio-pedagogical/pedagogical skills should the staff have?

(iii) What technical qualifications will be needed to cater for the occupations in which training is to be provided?

(iv) What personal abilities appear desirable with respect to the organization of the project (e.g. staff cooperation)?

(v) What commercial qualifications or management skills seem necessary in view of the young people's employment prospects?

5. Planning Area 5: Financing

In the context of innovative projects, **financing** can be regarded as a comprehensive area that should be taken into account at all stages of the planning, the fundamental question being: how can financial support and subsidies be obtained during the development and start-up phases? (See Part C, Chapter VIII.)

Economic survival strategies adopted by projects

The 'economic survival strategies' adopted by training and employment projects can be distinguished by the predominant form of financing:

- Projects which obtain most of their funds **independently** through the 'market'. These projects are forced to accept some of the laws that govern the market and to adjust to its rules.
- Projects funded predominantly by **subsidies from government, political or church institutions.** However, they must first be accepted by the funding institution as being 'worthy of support'. These projects are compelled to justify their existence and to abide by the subsidization 'rules'.

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The social and idealistic objectives of projects often conflict with economic reality in this context. The approach to be adopted in the project needs to be defined so that a course between aims and reality can be plotted. In the final analysis, economic security can be achieved only through a compromise between social and idealistic objectives and economic reality. The area of conflict between these two poles is shown in the following chart.

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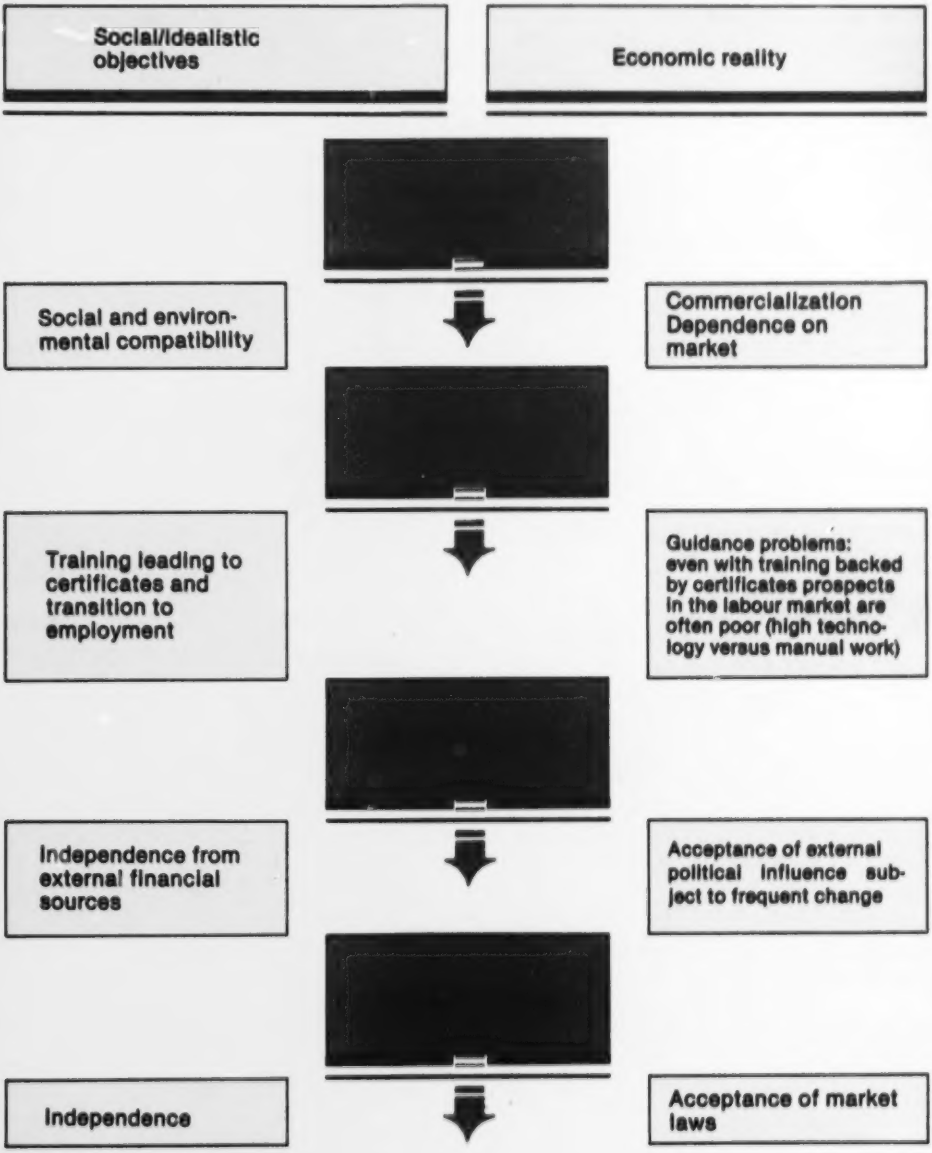
Social/idealistic objectives
Economic reality
Social and environmental compatibility
Commercialization Dependence on market
Training leading to certificates and transition to employment
Guidance problems: even with training backed by certificates prospects in the labour market are often poor (high technology versus manual work)
Independence from external financial sources
Acceptance of external political influence subject to frequent change
Independence
Acceptance of market laws

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The basic question is whether the project intends to be more or less **independent** in its financing in future or is seeking means of obtaining **public funds** for the services it will provide. The questions that have to be asked in this context are:
(i) By what means can funds be obtained?
(ii) With what arguments can a public relations exercise aimed at obtaining additional public funds be launched?
(iii) What chances are there of increasing the project's revenue by creating additional employment and/or obtaining additional orders?
(iv) Is there any prospect of supplementary private funding (e.g. from an association or foundation?)
(v) What 'alternative funding concepts' are there, and which can be exploited in the country concerned?
In the following chart we have tried to depict these five planning areas in a **'flow chart'**, beginning with the idea for a project and ending with its establishment.

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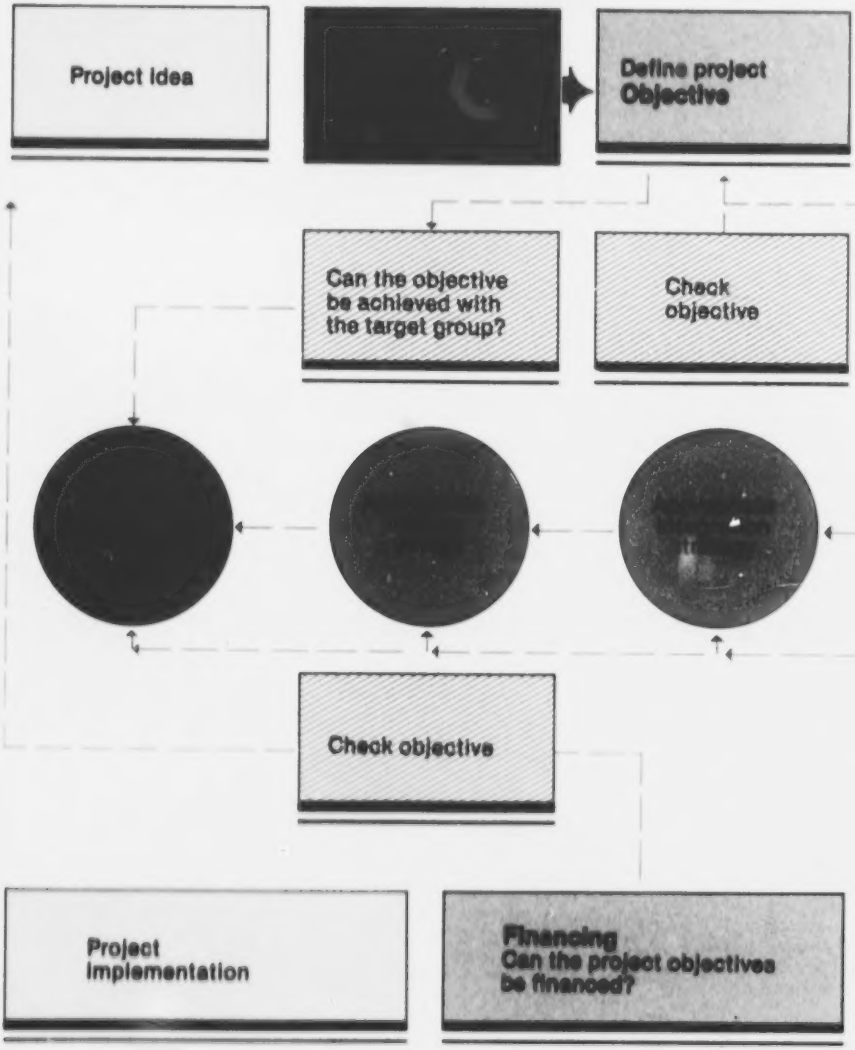
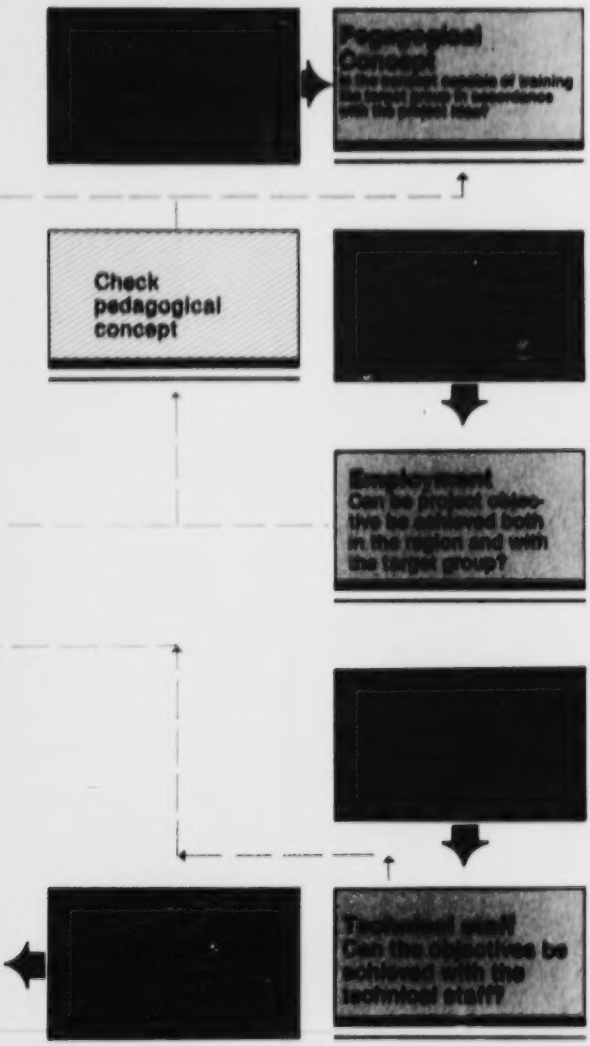

Project idea
Define project Objective
Can the objective be achieved with the target group?
Check objective
Check objective
Project implementation
Financing Can the project objectives be financed?

26



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Taking stock: Description and analysis of innovative practice

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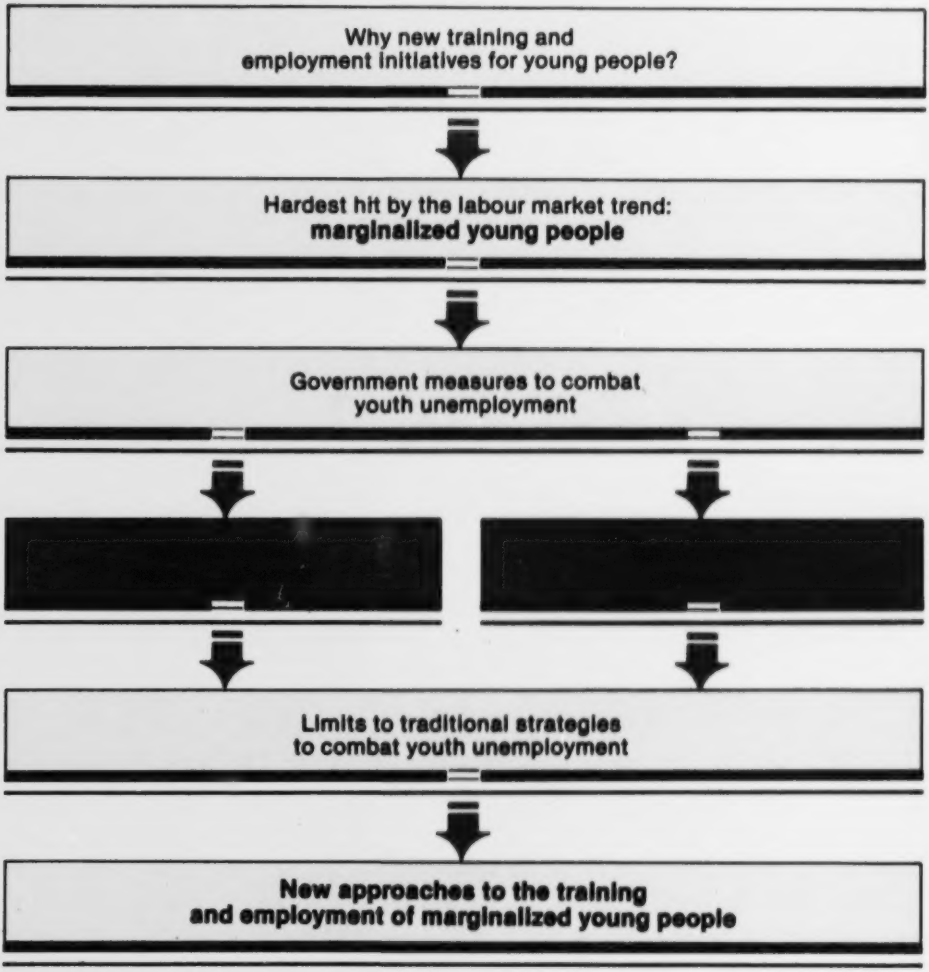
1. What limits characterize conventional training and employment schemes?

Main elements of the chapter


Why new training and employment initiatives for young people?
Hardest hit by the labour market trend: marginalized young people
Government measures to combat youth unemployment
Limits to traditional strategies to combat youth unemployment
New approaches to the training and employment of marginalized young people

1. Labour market trend and marginalization

The number of people registered as unemployed in the Community has doubled in the last five years. In April 1986 16.4 million people in the Community of the Twelve were registered as unemployed. At 5.76 million, the number of unemployed people under the age of 25 is particularly high. Many of these unemployed young people are still looking for their first jobs. Contrary to the widely held view that the problem of youth unemployment will prove to be a temporary phenomenon attributable to the demographic trend, the number of young job-seekers aged 20 and over will continue to grow after 1990.

Apart from young people under 25, one of the main groups chronically affected by this **'marginalization process'** are **women:** the percentage of women registered as unemployed is consistently higher than the percentage gainfully employed. **Older workers** are also affected by unemployment to an above-average degree. Other categories particularly hard hit are **migrant workers and ethnic minorities.**

Young people, women and migrant workers/ethnic minorities are also three of the main categories not fully covered by the unemployment statistics, being partly assigned to the **latent reserve.** It must be assumed that actual demand for jobs is far higher than the number of people registered as unemployed suggests. In the Federal Republic alone, the 'latent reserve' is currently estimated at 1.35 million, over half of whom are potential job-seekers. This trend is resulting in the information of a **split labour market:**

Certain categories of the gainfully employable are either completely excluded from the employment system or have to rely on poorly paid casual jobs preceded and followed by shorter or longer periods of unemployment (Americanization of the labour market).

In addition, the trend in youth unemployment in the Community indicates a substantial increase particularly in the percentage of young people among the **long-term unemployed.** Although **all** strata, backgrounds and levels of qualification are now represented among the young unemployed, the categories particularly affected are — with national variations — young people without or with poor school-leaving certificates, the children of migrant workers or members of ethnic minorities, young people with social problems and often young women in general.

2. Target group: Marginalized young people

Disadvantaged, défavorisés, Benachteiligte, Restgruppe, svantaggiati — call them what you will, they are marginalized young people.

The **forecasts** of the labour market trend give little cause for euphoria. They predict high unemployment figures until the late 1990s unless drastic countermeasures are taken. All in all, there is a danger that those concerned will be permanently excluded from the employment system and thus from the social system for a long time to come.

Consequently, our **comments primarily concern marginalized young people,** since they usually slip trough the net of conventional vocational training schemes and are not adequately helped by the current special programmes either.
Furthermore, there is fierce competition for the few jobs that do exist, with marginalized young people often unable to compete with better qualified young people. Hence the need for both **appropriate learning facilities** and ***ad hoc* measures** to integrate these young people into the labour market.
In the following we attempt to describe this target group in greater detail so that we may draw conclusions for training and employment strategies.

Common features of the target group
Objective factors
(i) often working-class young people whose parents have had no vocational training;
(ii) material problems in the family, alcohol abuse, violence, etc.;
(iii) incomplete families, difficult childhood (e.g. grew up in a home, brought up by only one parent, etc.);
(iv) failure at school;
(v) personal failures and traumas.

Subjective factors
(i) traumatic experiences in childhood/ suppression of childhood;
(ii) lack of sympathy from family and school / outside world seen as hostile and exclusive;
(iii) demoted to the status of 'dunce'/ lack of confidence in own abilities;
(iv) extreme pressure to do well, great fear of failure;
(v) frequent behavioural strategies: adjustment and submission or aggressive confrontation when difficulties arise.
Apart from these very common features, we come across varying problem areas among young people:

(a) **Young people with poor school-leaving certificates**
(i) requirements for admission to formal training and employment (certificates) are not satisfied,
(ii) absence of basic qualifications/ skills.

(b) **Socially disadvantaged young people**
(i) absence of social integration and skills (brought up in homes, drug addiction, delinquency, etc.).

(c) **Children of migrant workers/ ethnic minorities**
(i) major educational shortcomings,
(ii) non-acceptance of cultural identity, resulting in educational, training and personality problems.

(d) **Girls**
(i) general sexual discrimination in the training and labour market.
We have listed many features here, but we feel they should not be used as a kind of checklist to describe individual groups in society. Various important factors will therefore be clarified at this juncture:

- It must be generally accepted that **all categories of young people** have difficulty with the present training

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and employment systems. The unemployment problem is not confined to marginalized young people. However, the categories we have described (points 1 to 4) have the greatest difficulty finding a stable training place and job. New projects in this sphere must therefore be primarily geared to these categories. The guide does not seek to endorse yet another way of segregating marginalized young people but to show that, although all categories of young people are affected by the shortage of jobs, marginalized young people, the **category hardest hit** by unemployment, often fall through the net of government measures.
The guide is therefore chiefly concerned with the integration of marginalized young people into projects, but at the same time tries to show how all categories of young people might be integrated into society and employment.

- In future, measures should be based on the respective learning potential of all young people, not on their **shortcomings.**

The best way to improve the ability of migrant workers' children to speak the local language, for example, is to have them work together with young native speakers, the best way to rehabilitate young offenders and drug addicts is to integrate them into the wide variety of young people's life styles. By and large, this is true of all categories of marginalized young people.

- In the development of new projects emphasis should be placed on particularly marginalized young people because, in percentage terms, this category is hardest hit by unemployment, is most likely to fall through the net of government programmes and measures and can only be motivated to embark on laborious training processes by new forms of learning and work.

- The trend in the employment system and everyday life is making it increasingly difficult for young people and (older) adults to learn together. Older (unemployed) adults and (unemployed) young people often live in separate ghettos with no contact between them.

Another goal must therefore be to bring together the varying levels of productivity of young people and adults (intergeneration transfer of experience and learning).

- As marginalized categories of young people are often very backward in terms of education and socialization, the learning and work process must begin with the (often extremely negative) experience of the young people concerned. This has implications for the **objectives** and **duration** of the training and for the **additional qualifications** required of the training staff.

In this area many government measures and programmes designed to improve the training and employment situation of young people have been introduced in the Community in recent years.
In the following chapter we attempt a systematic review of this wide range of measures, explaining the **most**

important approaches adopted in the various national programmes and indicating their limitations. For a better understanding of our analysis, we have picked out certain programmes as **examples** and tried to describe the logic underlying them.

3. Strategies to combat youth unemployment in the European Community — a critical review

The following review of the most important strategies to combat youth unemployment in the Community is intended to give the reader an insight in condensed form into the various approaches adopted in the fight against youth unemployment. The required brevity of the guide does not, however, leave room for an in-depth examination. We shall highlight the advantages and disadvantages of the national programmes. For a detailed description readers should refer to the literature listed in the bibliography.

In our review we seek to answer the following questions:

(i) What are the fundamental differences between strategies in the Community today?

(ii) In which countries are these approaches principally adopted?

(iii) How effective are these measures and programmes in combating youth unemployment?

For a better unterstanding of the pattern followed in the review, it should also be pointed out that, despite the numerous differences between national measures and programmes, two **main strategies for combating youth unemployment** are discernible in the Community:

(a) **Education and training measures** which are based on the needs and abilities of those directly concerned and are designed to put them in a better subjective position to integrate into the employment system.

(b) **Measures in the employment sector** designed to lay the general structural foundations for the better integration of young people into the labour market.

1. Education and training measures

- **Measures in the general education system**

Measure	Objective
Raising school-leaving age	Overcoming young people's educational shortcomings and immaturity

[1] The abbreviations are explained and the schemes concerned are briefly de

Selected examples [1]	Assessment
Belgium: School-leaving age raised from 16 to 18	Certificates of general education are steadily losing their value. For many occupations in which a training can be obtained an intermediate training certificate has moreover become a minimum requirement. None the less, better conditions can be created for training and employment.
FRG: 10th school year in form of general education and vocational preparation	In labour market policy terms, an absorption effect will occur, i. e. categories which cannot be integrated at present undergo additional education. This does little to change young people's employment prospects. It does, however, create an additional selection function at the interface between the general education and vocational training systems.

[1] ...scribed on pages 30 and 31.

Brief description of the measures referred to in the review

Federal Republic of Germany

1. Practical vocational year:
A scheme introduced on the initiative of the German employers, who take on young people over 18 'on probation'. The year's training is funded from tax revenues (Federal Institute of Labour), but firms are under no obligation to provide permanent jobs after the 12- month period. Objective: guidance through experience.

2. Basic vocational training year:
The principal outcome of the reform of vocational training in the mid-1970s: the first year of training was to be more broadly based (geared to occupational **fields**), followed in the second and third stages by training in specific occupations.

3. BVJ — Berufsvorbereitungsjahr:
This 'vocational preparation year' is intended for young people who still have serious shortcomings on the completion of their general education. The additional year (9 to 12 months) was to be used to eliminate these shortcomings and provide practical guidance on the subsequent choice of an occupation.

4. Programme for the disadvantaged:
A training programme designed to help young people with major educational and social shortcomings. A recognized, standard form of training is achieved through the inclusion of learning and socio-pedagogical aids in the training. The three to four years of training takes place in non-company training workshops, which cooperate with firms in the region

• **Measures in the vocational training sector**

Countries with dual systems (in-company trai
secondary importance)

Measure	Objective
1. Subsidization measures	Quantitative stabilization/ increase in training places
2. Reform of traditional training system	Qualitative adjustment of training to recent labour market trends
3. Development of new and additional non-company and in-school training	Establishment of target-group-oriented programmes
4. Extension of vocational preparation measures	The transition from school to training to become more effective

(practical in-company training of young people).

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ing dominant, part-time training in schools or training centres of

Selected examples	Assessment
— FRG — Denmark — Netherlands	— Measures lack quality and control criteria to greater or lesser extent (knock-on effect) — Too many young people steered into occupations with poor labour market prospects — Transfer of youth unemployment from the first threshold, in-school training, to the second, the employment system.
— FRG: BGJ — Denmark: EFG courses	— In the context of youth unemployment, the original reforms are often used to compensate for quantitative deficiencies of the training system. — Financially and politically increasingly difficult to implement. — Varying interests of small, medium-sized and large firms — Intended qualitative improvements depart to some extent from strategies for ensuring a given number of training places.
— Netherlands (short-term intermediate training) — FRG (programme for the disadvantaged)	— Such measures are suitable for certain target groups if they seek to provide training leading to the award of recognized certificates — However, in many cases not enough training places are available. — The problems of structural unemployment can hardly be solved with special forms of training.
— NL: Centre for Occupational Orientation and Training — FRG: BVJ/BGJ — DK: EIFU courses	— Young workers often laid off. Little guidance for young people. — Often not related to practice and, being school-based, fails to motivate marginalized young people

Denmark

- EIFU courses:
A preparatory vocational measure for young drop-outs, especially early school-leavers.

A two-month course at special workers' schools, which is funded by the employment authorities. All participants are guaranteed six weeks of practical training in the public or private sector after completing the course. Objective: integration into (unskilled/semi-skilled) employment.

France

- Travaux d'utilité collective:

A job creation programme which has created some 200 000 new jobs in the social service and other sectors.

Ireland

- Work experience programme:

A quantitatively significant measure specifically designed to enable young people between 18 and 20 to gain work experience in public- or private-sector enterprises.

- Environment special project scheme for youth employment:

A preparatory vocational measure, whereby temporary training and employment is provided for unemployed young people in local infrastructural improvement and environmental protection projects.

Netherlands

- Centre for Occupational Orientation and Training (CBB):

Courses for unemployed young people to enable them to overcome shortcomings in their education and vocational training. Originally intended specifically for Surinamese and Antilleans, but now also attended by unemployed Dutch people. Courses last from one to eight months.

• Measures in the vocational training sector

Countries with predominantly school-based v

Measure	Objective
Increase in non-school training places, i. e. greater involvement of company and non-company learning places	Overcoming educational constraints (i) motivation problems among young people (ii) reduce dislike of school (iii) reduce non-practicality of training

2. Measures in the employment sector Subsi

Measure	Objective
1. Tax concessions and/or exemption from social charges for the job concerned 2. Direct labour cost subsidies 3. One-time premiums	Increase in the numbe and range of jobs

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ocational training systems

Selected examples	Assessment
— France — Belgium — Italy	Experience in France, for example, shows: (i) that many young people are attracted by and can be integrated into measures of this kind (e. g. practical in-company training); (ii) that, despite this, they have no prospect of formal training and employment.

lzation programmes

Selected examples	Assessment
— Ireland: Work experience programme — FRG: Practical vocational year	This often gives young people, as a problem group, an advantage over other categories of the unemployed when seeking jobs. New, additional jobs are not as a rule created by such measures (knock- on effect).

• Short-term intermediate vocational training (kort-MBO):
The principal outcome of the reform of the Dutch vocational training policy. Two years of full- time instruction are provided to enable young people from 16 to 18 to complete their vocational training, which is supplemented by in-company practical training.

4. Limitations of one-sided education, training or employment strategies
The more pronounced split in the younger generation with respect to labour market prospects is often attributed to level of education, membership of social/ethnic minorities and sex and is sustained by employers. Education and training schemes are justified in this context, especially if they improve the initial chances of these marginalized young people by introducing institutional and curricular innovations.
However, such schemes are often inadequately attuned to the specific learning barriers and difficulties of marginalized young people.
Participation in a scheme of this kind is often seen by young people as a repetition of their years of **adverse experience** and failure at school. This consolidates rather than alleviates the fear of failure and negative self-images.
Isolated education- or employment-oriented strategies often run the added risk of confusing the **cause and effect** of the crisis in the utilization of labour: the basic problem, the shortage of jobs, is redefined and reduced to a problem relating to the individual young person. It is not the

Creation of additional jobs by government employ

1. Anti-cyclical programmes	Temporary easing of burden on labour market
2. Problem-group-oriented programmes	Can hardly (re)integrate employable unemployed into labour market
3. Experimental programmes	Can help to to create new jobs in areas of social need and to develop new job forms and contents

labour market but its victims that then become the social problem. The limitations of **one-sided** education and training strategies have also been revealed in recent years by the fact that efforts in the education and training system have merely led to youth unemployment being **shifted** from the interface between school and vocational training to the interface between vocational training and employment.
The gap between the training and employment systems is also reflected in an increased lack of direction in education and training measures.
With the growing difficulty of predicting what **qualifications** will be needed in the labour market, it is becoming

nent programmes

Ireland: Environment special project scheme/ grant scheme for youth employment	— Subsequent employment or at least transition to a formal training scheme is not the rule.
FRG: ABM programme	— Many social initiatives have emerged from this programme, but they are almost entirely confined to the highly qualified unemployed. — Despite its capacity for integrating the unemployed, it was never possible to take full advantage of this measure.
France: Emplois d'utilité collective	— Many jobs were created, especially in such sectors as the environment. — Studies, however, indicate that the period over which the projects received assistance was too short.

less and less clear how and for what unemployed young people should be trained and prepared.
An examination of the predominant **labour market policy instruments,** on the other hand, leads to the conclusion that they merely shift the problem of youth unemployment either in terms of time, in that they are of a short-term, bridging nature and do not create any additional permanent jobs, or in terms of the categories affected. The subsidization of labour costs in respect of specific problem groups (e.g. young people) means that other groups (e.g. older workers) are affected by unemployment to a correspondingly greater degree.

The present economic trend will impose restrictions on any plan to create **additional permanent jobs** unless some general **rethinking** is done. The forecasts of the labour market trend indicate high unemployment figures until the end of the 1990s unless drastic countermeasures are taken. The Institute for Labour Market and Occupational Research (IAB) of the Federal Institute of Labour, for example, considers it likely that the number of unemployed in the Federal Republic will continue to rise until 1990. Expected economic growth, which in our context can be regarded as a **conventional measure to combat unemployment,** will be unable to compensate for the continued rise in the

productivity of labour, and growth-oriented economic policies alone therefore seem unlikely to solve the problem.
For unemployment to be absorbed by the labour market, the economy would have to grow by 5 to 6% a year until 1990. Realistic estimates put the maximum attainable rate of economic growth at 2.5%, meaning that by 1990 some three million would be registered as unemployed in the Federal Republic, for example. The latest estimates assume a higher rate of economic growth but make it clear that this will have no more than a limited effect on the labour market.
For years the growth of productivity in the economy has consistently exceeded economic growth. Rationalization measures lead to **increased unemployment,** from which a delinking of the employment trend and the growth of production can be inferred. What is more, traditional markets have reached a high level of saturation, justifying the question: why further growth if the public generally have all the traditional products they need?
These factors indicate that purely quantitative growth must be questioned and **qualitative aspects** must also be **taken into account.** In other words, the environmental and social compatibility of growth must also be considered.

5. Recent approaches to combating unemployment
If it is accepted that the **absorptive capacity** of the labour market is **limited,** one solution may be the **redistribution of existing paid jobs** among the members of the labour force.
An active policy on work time therefore seeks to make it generally **shorter** and **more flexible** through the introduction of, say, the 35-hour week, a lower retirement age or job-sharing schemes.
Besides the quantitative problems described above, increasing attention is being paid to the quality and purpose of growth, with a view to making a better assessment of favourable and unfavourable effects on the economy as a whole. The expansion of a production line without regard for the consumption of resources, pollution, the frequency of accidents or health hazards, the consequent problems being passed on the general public or left for future generations to solve, cannot be considered appropriate.
In a goal-oriented structural and labour market policy that takes account of macroeconomic factors particular importance must be attached to **local employment initiatives** in all the Community countries. Along with other measures to combat persistent mass unemployment, support for such approaches has proved an appropriate means of improving regional structures and local employment. In a macroeconomic context, reference can be made to the following opportunities and tasks for local employment initiatives:

- They can help to narrow the prosperity gap, which has been widening in the Community in recent years.
- They can make use of local talents and resources and so activate opportunities and skills that have not been adequately exploited in the past.

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- They counteract a further concentration of economic activity in the industrial agglomerations.
- They help to reduce unemployment and its high consequential costs to the economy.
- They try to involve categories of people for whom there is less demand in the labour market and, where necessary, to provide them with suitable training.
- In so doing, they also contribute to the social integration of marginalized groups.

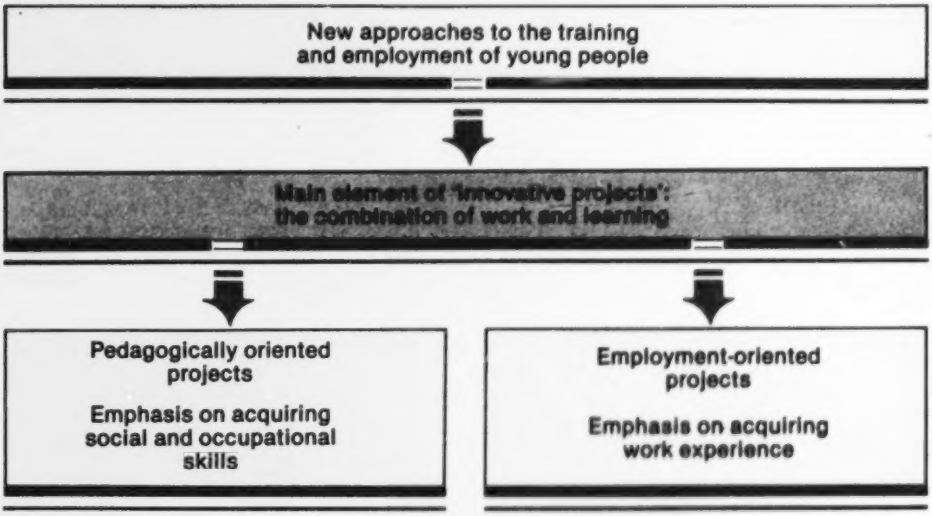
To summarize, it can be said that government measures which place the emphasis on training the individual young person are not combined with programmes for subsequent employment, with the result that more and more of the young people who have benefited from such measures remain unemployed and the skills they have learnt are as a rule soon forgotten.

On the other hand, labour market policy measures linked to **permanent employment** normally presuppose a level of prior training which those hardest hit by unemployment, marginalized young people, are unable to attain.

What are needed, therefore, are programmes that create additional permanent jobs and give the categories of marginalized young people worst affected by unemployment and opportunity to train for such jobs.

2. What is meant by innovative training and employment programmes?

Main elements of the chapter


New approaches to the training and employment of young people
Main element of 'innovative projects': the combination of work and learning
Pedagogically oriented projects
Emphasis on acquiring social and occupational skills
Employment-oriented projects
Emphasis on acquiring work experience

1. Need for and function of new initiatives and approaches in training and employment

As we have seen in the preceding chapter, the limitations of national government programmes are very closely associated with the isolation and juxtaposition of different instruments for combating youth unemployment.

Traditional forms of training usually feature the general **segregation of theory from practice,** ignore the **social environment** of the young people concerned and have resulted in training processes which they sometimes find hard to understand. In many of the Member States of the European Community these factors are partly responsible for the **educational failure** of certain target groups of young people. High drop-out rates and widespread dislike of school are the result.

In the **employment sector** measures are rarely geared to creating additional, permanent jobs. In particular, traditional measures are rarely accessible to the categories of marginalized young people worst affected by unemployment and are thus incapable of providing them with a

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sound basis for employment and life generally.
The aim should consequently be the systematic combination of training and employment programmes and the integration of the categories particularly affected into permanent employment and occupations through appropriate training.
In most countries traditional measures have recently been joined by new programmes and measures, which are innovative to the extent that they try to overcome at least some of these deficiencies (e.g. short-term intermediate vocational training in the Netherlands and the programme for the disadvantaged in the Federal Republic).
In addition, the search for **new employment opportunities** has given rise to a wide range of projects in most Community countries. Initiated and implemented by private bodies, social institutions and politically committed groups and associations or devised from the bottom up as self-help measures by graduates, many of them unemployed, these projects began by providing new products and services (e.g. health foods, the ecology, non-polluting products, social services, cultural activities).
With the rise in youth unemployment that began in the late 1970s, some initiatives tried to integrate other target groups into the projects and also ventured into the field of teaching skills. This led to projects designed to combine economics and pedagogics and devise new approaches to the training of young people.
These projects are characterized by the fact that they succeed in reaching **marginalized young people**, training them and in many cases giving them a real prospect of employment.
The **innovative aspect** of these initiatives is the combination of two basic elements: the projects try to create new jobs and to combine this with the teaching of skills by adopting fresh approaches to vocational and social education.
This has enabled them to open up new prospects, especially for young people who previously had little chance of finding a place in the formal training or employment sector.
Depending on where they place the emphasis, these projects today perform, in their respective national context, important functions which may also influence the national education and employment systems:

(a) Compensation function
Training and employment projects may represent new ways of avoiding the shortcomings of national measures to combat youth unemployment.

(b) Training function
The initiatives are open to and train particularly disadvantaged categories of young people and are guided in this process by socio-pedagogical principles.

(c) Transit function
By linking training processes to practical work and employment, the projects enable young people to gain experience of work, which facilitates their subsequent transition to employment.

(d) Employment function
Some projects provide jobs for young people during and after their training.

(e) Experimental function
In the past the projects have developed new standards for the organization of training and employment and for the evaluation of working conditions and products. They thus perform a 'trail-blazing' function for traditional forms of training and employment which is not only relevant to marginalized young people.

2. Central element of 'innovative projects': the combination of work and learning as a training strategy
In adopting innovative approaches to the training and employment of young people, the projects try to preclude the deficiencies of isolated measures aimed at reducing youth unemployment and, during the training period at least, to combine learning with work.
As many practical examples in the European Community show, this **combination of work and learning** has proved to be the **main element** in the implementation of training strategies intended specifically for marginalized young people. This integration of training processes into socially worthwhile activities has a number of aspects and advantages by which young people feel **motivated** and which help them to find their **own identities.**
Biographical factors and repeated unfavourable experiences at school have caused some young people to dislike learning and so submerged the learning potential they have. In this connection, **holistic approaches** to vocational and social teaching can indicate new methods and make young people willing to learn.
The **combination of theory and practice** and **consideration of** young people's **social environment** are particularly important factors since they enable them to begin and pursue learning processes. They see that account is taken of their desires and needs and realize they can achieve something, that their abilities are recognized, that they too can take responsibility and, above all, that they are members of the community.
From the projects' point of view, a number of factors explain this **interplay of reasons** for their existence and especially the aspects which motivate young people:

- the legitimate **hope** young people have of subsequent employment or further training;
- the **social framework** which young people find in the projects on their flight from what are often broken homes;
- the **possibility** of improving their own situation;
- the **direct recognition** that comes with making something, helping to satisfy personal learning and working needs by producing immediately visible results. In contrast, recognition for effort at school is postponed (learning for the future);
- **social recognition** and identity;
- the **status of wage-earner** or recipient of other financial and social assistance and the consequent growing feeling of independence from the parental home;
- the **responsibility** transferred to

them as individuals and as members of the group.
Statements by the trainers involved in these projects reveal that the greater willingness to learn shown by young people as a result of the holistic approach inherent in the combination of work and learning also makes the **learning processes more effective.** Through the work processes the young people learn to structure their own actions and to appreciate the **necessity** and **purpose** of what they do. Making worthwhile products, which have both a social and an economic value, gives them a feeling of recognition.
Young people who have 'failed' in traditional training systems can make considerable progress in learning if theory and practice are purposefully combined, i.e. if

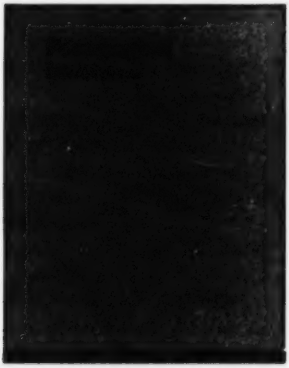
- a **practical link** is forged with their **own situation** and they are confronted with really comprehensible relationships (in contrast to the pedagogical vacuum of the classroom). It is just as important for young people to learn practical skills as to recognize the theoretical associations. The need for **theoretical explanations** should preferably emerge from practical experience.

As a result of this largely inductive combination of theory and practice, the success young people achieve in learning can be made particularly visible in the direct application and testing of what has been learnt.
At the same time, not only intellectual but also **physical skills** are acquired.

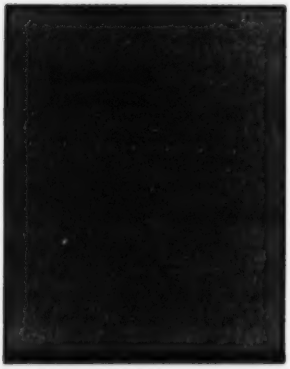
- account is taken of young people's **social questions and problems** and they acquire social skills through work and learning in a group as full members of the community. Practical tasks are tackled by the group. This also entails the recognition of joint time structures and respect for the abilities of other members of the group and for the way in which the work is organized.

According to the project staff's assessment of their own activities, these central elements enable them to get through to the target group, marginalized young people, and to try to release them from their marginal existence.
A distinction can also be made between two functions performed by **'practical work'** in combined training and employment projects.
On the one hand, work or production is used as a **pedagogical/didactic instrument** for the training and stabilization of young people. We call this the **pedagogical function,** which primarily comprises personality formation and training factors.
On the other hand, **practical work** in the projects results in the creation of economic values, which may also be relevant to the projects in financial terms. What we call the **economic function** can serve both to support the regional economy and to improve training and employment conditions for young people in and outside the projects.
The following chart attempts to systematize **production** in the context of the vocational training of marginalized young people.

Function of production



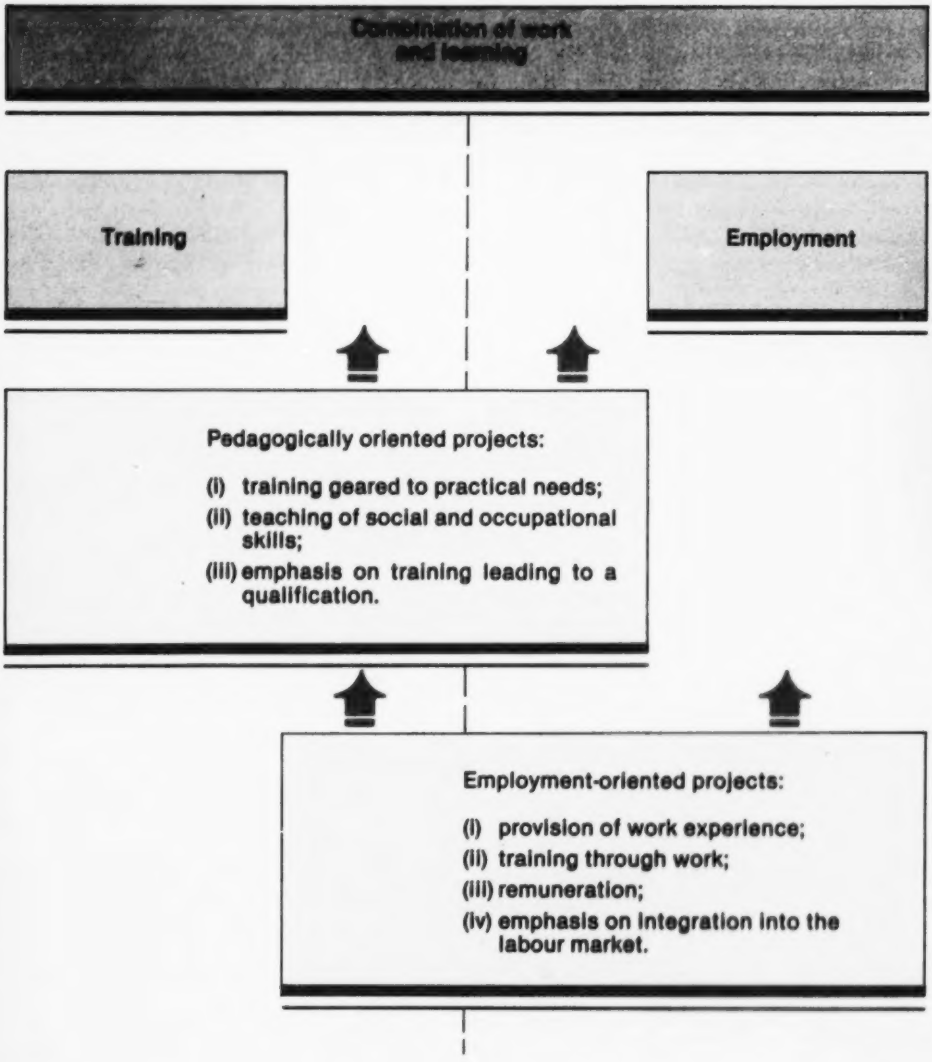
1. Producing	Stabilization/feeling of own value; Social recognition; Practical value to the individual and to society.
2. Training	Projects with a large training content; Projects operating under conditions similar to those prevailing in the labour market (series production)



3. Service function	Promotion of the regional economy; Acceptance of young people and training institutions; Regional development centres
4. Employment function	Easier transition to the traditional labour market; Development of an experimental labour market (job creation)

3. The varying emphasis placed by projects on training and employment

To illustrate the various types of project and make them more easily distinguishable, we have attempted in the following diagram to assess where the emphasis in their integration efforts lies.


Combination of work and learning
Training
Employment
Pedagogically oriented projects:
(i) training geared to practical needs;
(ii) teaching of social and occupational skills;
(iii) emphasis on training leading to a qualification.
Employment-oriented projects:
(i) provision of work experience;
(ii) training through work;
(iii) remuneration;
(iv) emphasis on integration into the labour market.

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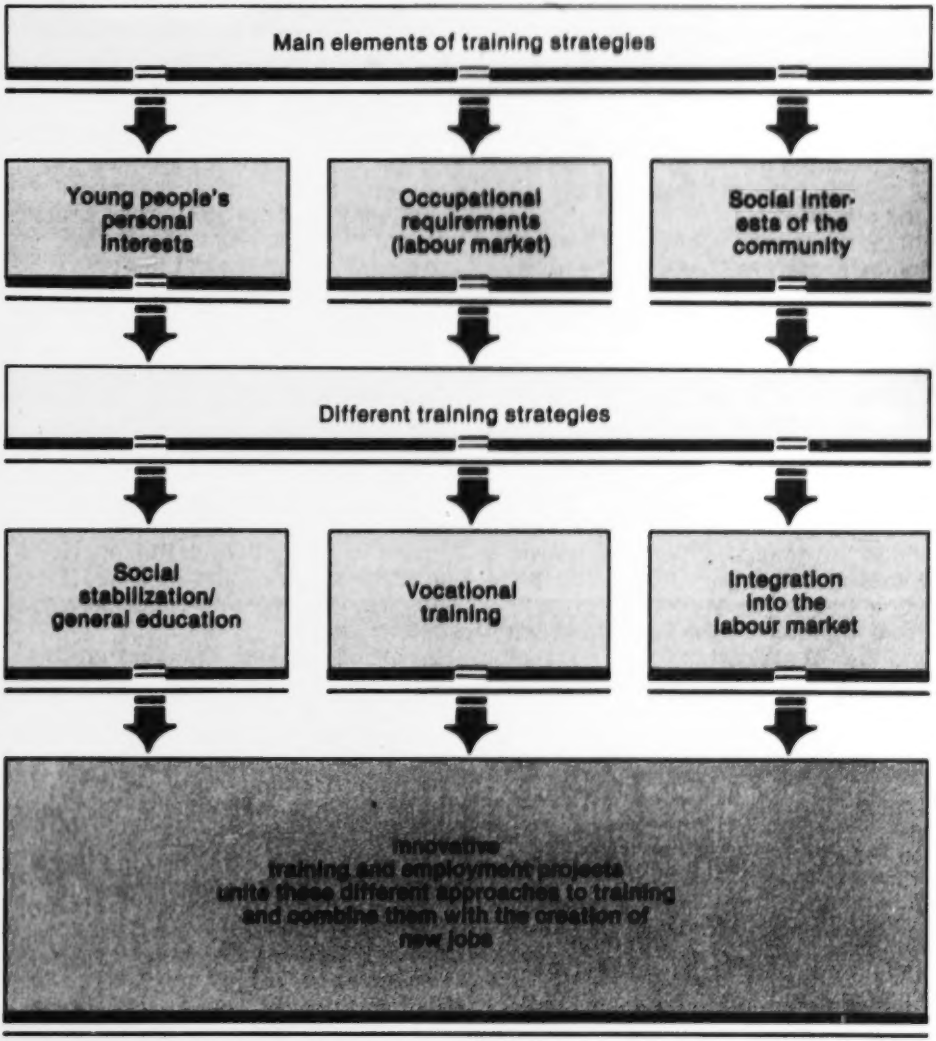
(a) Pedagogically oriented projects
Pedagogically oriented projects, which deal primarily with drop-outs from the education system, seek above all to train young people and reintegrate them into the education system. Of secondary importance for these projects is the attempt to integrate young people into the labour market.
Projects of this kind usually see their task as being to stabilize young people through the **quality of work and training** so that they have both the motivation and the personality to participate in further training schemes.
Consequently, the instruction units are geared to practical needs and the content of the training to occupational and social skills, account is taken of the daily lives led by the young people, and socio-pedagogical counselling is normally provided.
If young people are to be removed from their marginalized position, i.e. if they are eventually to be integrated into permanent employment, they will require a longer period of training and more intensive counselling in these projects.

(b) Employment-oriented projects
The difference between pedagogically oriented projects and **employment-oriented projects** is that the latter place the emphasis on integrating young people into the labour market. Such projects, which are often expected to pay their way, see their purpose as enabling young people to gain **work experience** and learn **skills through work.**
They try to teach young people to cope with the requirements of working life, to face facts and to develop their capacity for work purposefully.
As a rule, the fact that the young people involved in such projects receive a normal wage has a stabilizing effect on them.

3. For what and how do innovative training and employment initiatives teach skills?

Main elements of this chapter


Main elements of training strategies
Young people's personal interests
Occupational requirements (labour market)
Social interests of the community
Different training strategies
Social stabilization/ general education
Vocational training
Integration into the labour market
Innovative training and employment projects unite these different approaches to training and combine them with the creation of new jobs

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If innovative training and employment projects are to go at least some way towards compensating for such undesirable concomitants of national education and training systems as failure at school, dislike of school, truancy and vandalism, it must first be asked where the actual deficiencies lie.
According to project staff, they can be attributed to the following factors:
(i) a rigid distinction between theory and practice;
(ii) failure to take account of the day-to-day social environment of young people;
(iii) the inflexibility of administrative programmes and thus failure to take account of the creativity of young people;
(iv) excessively large classes;
(v) a selection process that results in the systematic exclusion of certain target groups.
It is primarily these factors that have led to the emergence of 'alternative forms' of training.
Local training and employment projects are thus increasingly faced with the task of at least trying to compensate for the **failures of traditional education systems,** i.e.
(i) pupils are no longer treated as the passive recipients of knowledge: they must become active participants in the learning process;
(ii) young people are accepted as they are and not forced, come what may, into unfamiliar learning structures.
Common, everyday problems such as conflicts in relations with their families or friends, the normal process of withdrawal from the parental home, drugs, sexuality and delinquency are not excluded from learning processes.
Appropriate learning processes for marginalized target groups incorporate the everyday circumstances of the young people as **subjects of focal interest** in both theoretical and practical instruction and try to avoid the 'segregation' of the target groups, putting young people with different problems together in small groups. **Payment for work** supports the strategy of social recognition and helps young people to develop a feeling of their own value.

1. Main elements of training strategies

(a) In all the projects we have documented in the annex the **requirements of the world of work** have a direct influence on the training process. The project staff consider this necessary since experience of actual work will reveal to young people the real world in which they live and so indicate, for the first time in many cases, how to cope with it.
On the other hand, the fact that this also results in excessive emphasis being placed on the adjustment of young people to the requirements of the world of work is seen as a problem. Training in the projects must not, however, stop at this point: its task is to teach social, personal and many other skills beyond those needed to satisfy specific production requirements.

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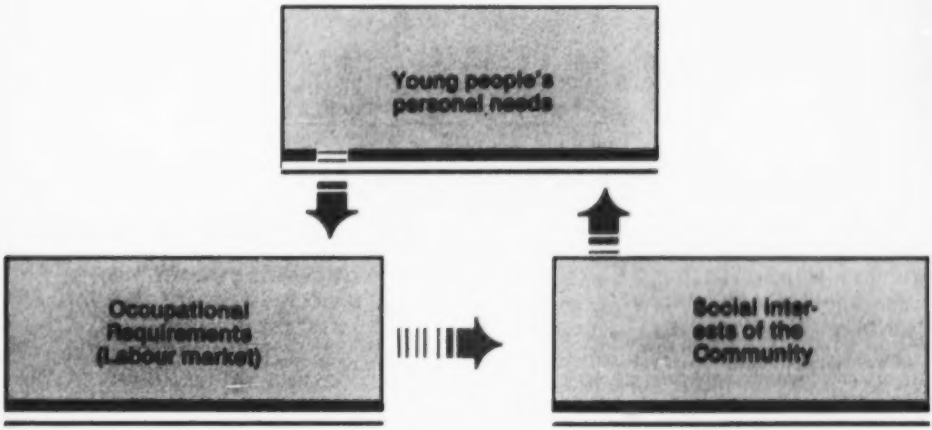
(b) Young people's **personal needs** can be regarded as a cornerstone of training strategies since their motivation and learning potential can be activated only if they see that their own needs are being taken into account.
(c) As its third main objective, training focuses on the community's **interest** in the resolution of potential conflict situations with marginal groups in society. The goal here is thus the integration of young people into society and employment.
The following diagram once again summarizes these three cornerstones of the training objectives:



2. Different training strategies adopted by the projects
The training strategies adopted by training and employment projects differ according to their objectives, revealing once again that combined training and employment projects should ideally link the various approaches to produce a **comprehensive stabilization, training and employment strategy.**

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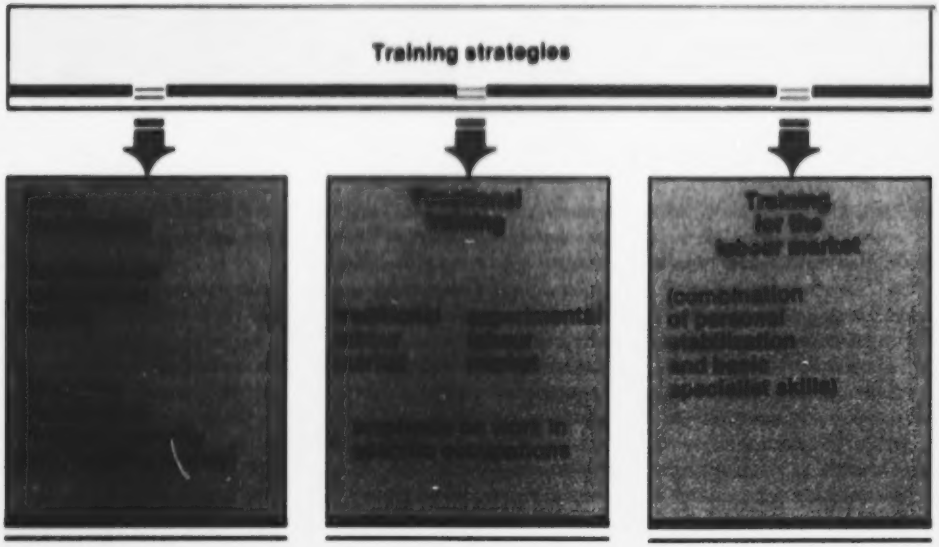


A. Social stabilization is a requirement for any kind of skill-learning and integration into training and employment. The integration efforts of a number of projects in the European Community focus on this phase of the overall training process.
These projects have found that it is important for young people to come to terms with the working conditions and occupational requirements they face outside as well as in the project. The goal here is to clarify what expectations they have, what prospects they see for themselves in the project and what they mean by earning a living and personal independence. It is important in this context for young people to be shown that certain **restrictions imposed by the organization of work,** such as regular work and time-keeping, also apply to them in the project. They must also learn to behave socially in a practical living and working environment.
This first phase should be seen as a **crystallization and confrontation phase,** leading to personality formation and stabilization.
Stabilization should occur at two levels in particular:
(a) **personal sphere:**
(i) health education,
(ii) personality development,
(iii) social competence,
(iv) family circumstances;
(b) **social sphere:**
(i) employment
(ii) training.
It is particularly important to bear in mind in this context that in the final analysis social stabilization and the creation of motivation presuppose **economic stabilization.**

By this we mean that not only should a minimum financial base be established and secured for young people but that they should also learn to **handle money.** Many young people have difficulty with budgeting, fall victim to cunning sales and hire purchase strategies, get into debt, travel on buses and trains without a ticket, etc. Projects must use an active learning process to break this vicious circle.
If young people have no prospect of subsequent integration into the training and employment system, social stabilization will be aimed at a vacuum and lack pedagogical credibility for young people.
Consequently, this phase of stabilization in **combined training and employment projects** can only be regarded as a first step, which should be followed by vocational training.

B. Vocational training
In vocational training the projects pursue different strategies. Some teach very specialized skills for specific areas of production, others a wide range of the basic skills used in various areas of activity.
A factor to which all the projects appear to attach importance is **skill mobility:** young people should learn to learn to use skills in different situations and to cope with new work situations on their own.
As regards entry qualifications, all the projects agree that their approach should not be based on young people's **deficiencies.** Although most of the young people concerned have no clear technical entry qualifications, they have aptitudes, experience, inclinations and interests which the projects must seize on and use.
Wide experience in the cultural, organizational or creative sphere must form the basis of a pedagogical process geared not to young people's shortcomings but to their abilities.
However, if **vocational training** is guided solely by the short-term demand for labour, there is a danger that young people will not be correctly trained. If the projects aim not only at traditional integration into employment but also at providing a training for innovative forms of employment and projects, comprehensive, complementary skills will be needed (e.g. specialized knowledge and basic commercial skills).

C. Training for the labour market
A third strategy that some projects pursue today seeks to integrate young people into the labour market. The emphasis here is on the provision of work experience through practical work processes, with young people acquiring both basic occupational skills and personal skills, which are primarily intended to ensure personal stabilization. The aim is to enable young people to go on to further training or to take up more or less unskilled employment.
The emphasis on rapid **integration** into the labour market without any in-depth training makes it difficult for young people to lay sound foundations for their future employment.
These new approaches are a **first step** towards real future prospects for marginalized young people. Even though they do not themselves make new per-

manent jobs available, such cooperation models of training and employment do hold out the prospect of the **progressive** integration of young people into subsequent employment, i.e. through the phases of stabilization, training and temporary jobs.

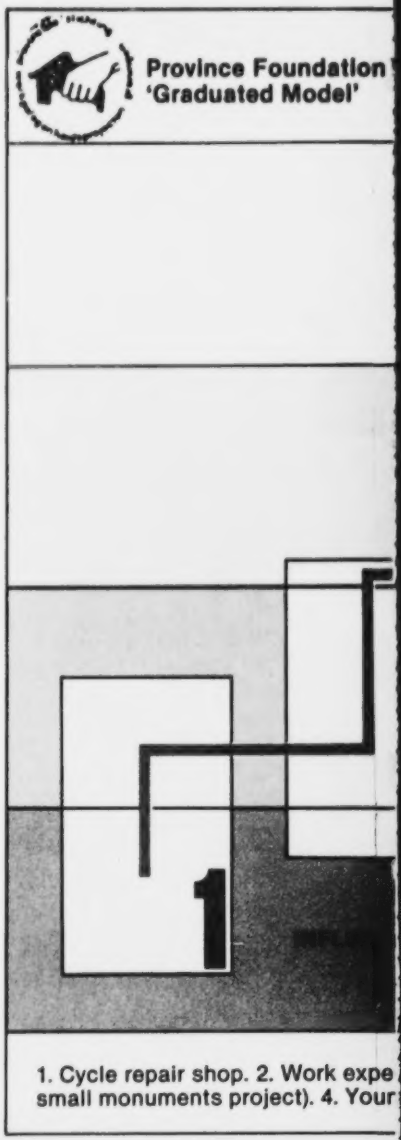
3. Practical example of a graduated training structure

At this juncture we will take as an example the 'Stichting Werkgelegenheidsprojekten' in Groningen, which tries to integrate young people into employment with the aid of a **graduated model** developed for this specific purpose.

This foundation (see the annex for a description of the project) runs various projects in which the emphasis is placed, according to needs, on psychosocial stabilization, vocational guidance, practical specialized training or integration into employment.

All the foundation's activities are geared to marking **increasing demands** on the young people concerned. In a first **work motivation project** (cycle workshop), where the aim is personality stabilization (Block 1 in the diagram of the graduated model), young people at particular risk perform simple tasks while receiving individual socio-pedagogical counselling. They have a set job and also learn elementary technical concepts and skills.

The next stage consists of **work experience and guidance projects** (e.g. Aanpak Projekt Oost-Groningen). The emphasis here is on getting the young people to begin or resume education and training processes



1. Cycle repair shop. 2. Work expe
small monuments project). 4. Your

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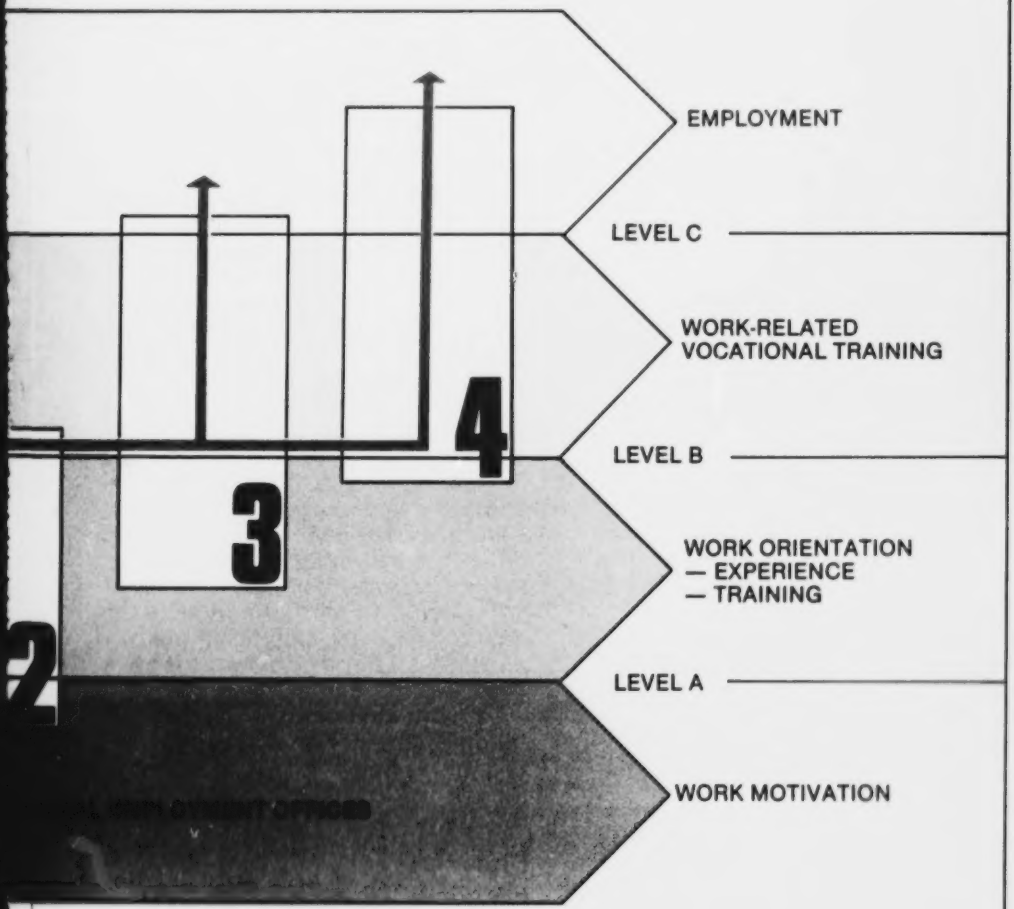
Employment Projects Groningen



ence projects (Province/Oost-Groningen). 3. Work experience projects (riverside project/
people's factory 'De Dobberboot'

(Block 2 in the diagram of the graduated model). After a period of guidance, the young people can go to one of the foundation's own projects, to jobs provided by local non-profit organizations or to training courses organized by the education system.
At the third stage, work projects in which practical **specialized training** can be obtained (small monuments, riverside project) provide an opportunity for formal training and employment for all young people, including those whose prospects are poor. The emphasis here is on vocational training geared to practical needs.
The next and, for the moment, final stage is the development of a **young people's factory,** in which new jobs can be created and young people can be both employed and trained.
This graduated structure is shown in the following diagram. It is clear that a model of this kind enables even extremely marginalized young people (e.g. those in the cycle workshop) to go on to skilled employment (e.g. in the young people's factory). The foundation therefore makes a conscious effort to create opportunities for individual young people to make the transition from one project to the next. The aim is not, of course, that all young people should progress from one project to the next. In the view of the foundation staff, this would not accord with normal practice and would place excessive emphasis on the planning of young people's future lives and employment.

4. Where even innovative projects have their limitations

In the longer term, however, the approaches adopted in these 'transit projects', which accommodate young people for a limited period, will prove inadequate unless **sound future prospects** can be developed.
The predicted labour market trend indicates that marginalized young people in particular and, increasingly, qualified young people will have difficulty gaining access to the labour market.
Training and employment projects which act as 'depositories' and gear themselves entirely to rigid 'integration patterns' will be found wanting unless they seek to forge **links between training and employment.**
Vocational projects in which all the emphasis is placed on training, with no thought given to the shrinking labour market for young people, will become increasingly problematical. Eventually, the absence of future prospects for young people means that even projects of this kind become increasingly ineffectual. In the final analysis, training for future needs, even if it incorporates innovative elements that distinguish it from the traditional form and content of training, cannot replace jobs for young people.
Projects which place the emphasis on **integration into employment** without providing marginalized young people with an adequate training undertake a never-ending task since jobs for semi-skilled workers will always be structurally unstable.
Where employment is the goal, appropriate training elements must be

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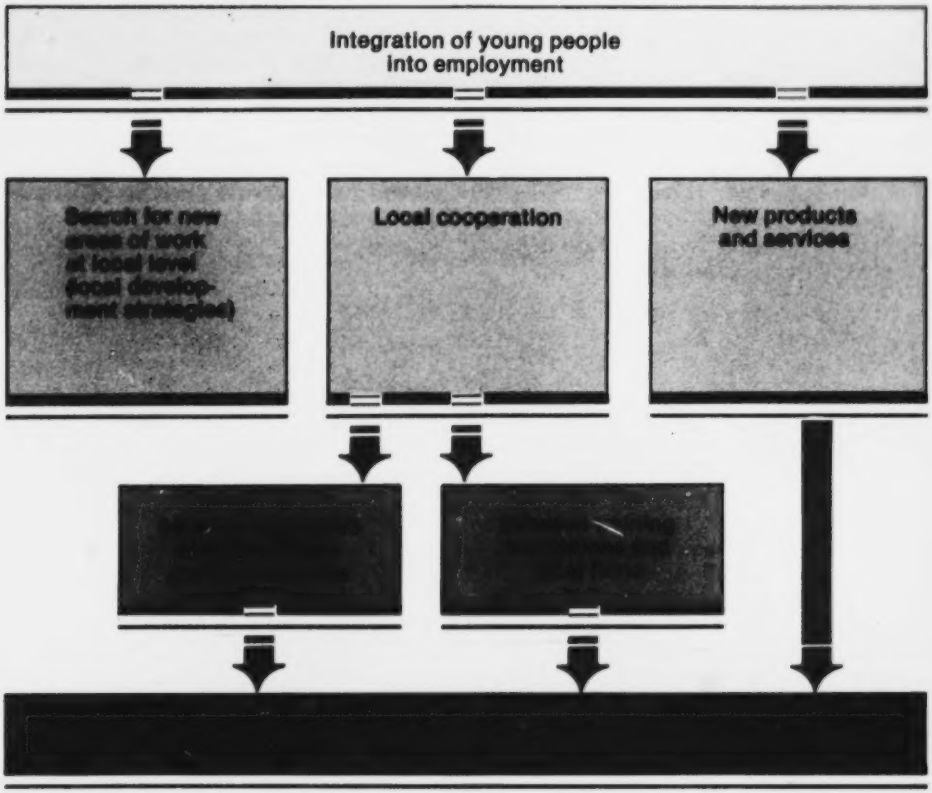
combined, wherever possible, with the award of generally recognized final certificates. In addition to occupational skills, new skills of importance to the survival of new firms and projects should be taught.

5. Approaches to the creation of permanent jobs

In view of the limitations of these integration strategies, some projects have taken to developing new and, above all, forward-looking models for the training of young people. These models are designed to enable young people to develop **sound future prospects** for themselves while undergoing training so that on leaving the project they do not find themselves where they started: on the street. The search for forward-looking ways of integrating young people has resulted, for example, in training projects taking the first steps to incorporate new areas of **employment,** in **new forms of cooperation** between training and employment initiatives emerging and in employment-oriented projects endeavouring to provide young people with **adequate training** in cooperation with other organizations in the national training systems.

4. What are the main requirements for the successful integration of young people into employment?

Main elements of the chapter



1. Integration of innovative training and employment projects into local development strategies

From an examination of the approaches adopted in recent years in an effort to create new jobs it is clear that a tendency is now emerging for new employment opportunities to be sought at **local level:**

(i) The idea behind this tendency is that the success of job creation instruments which are centrally control

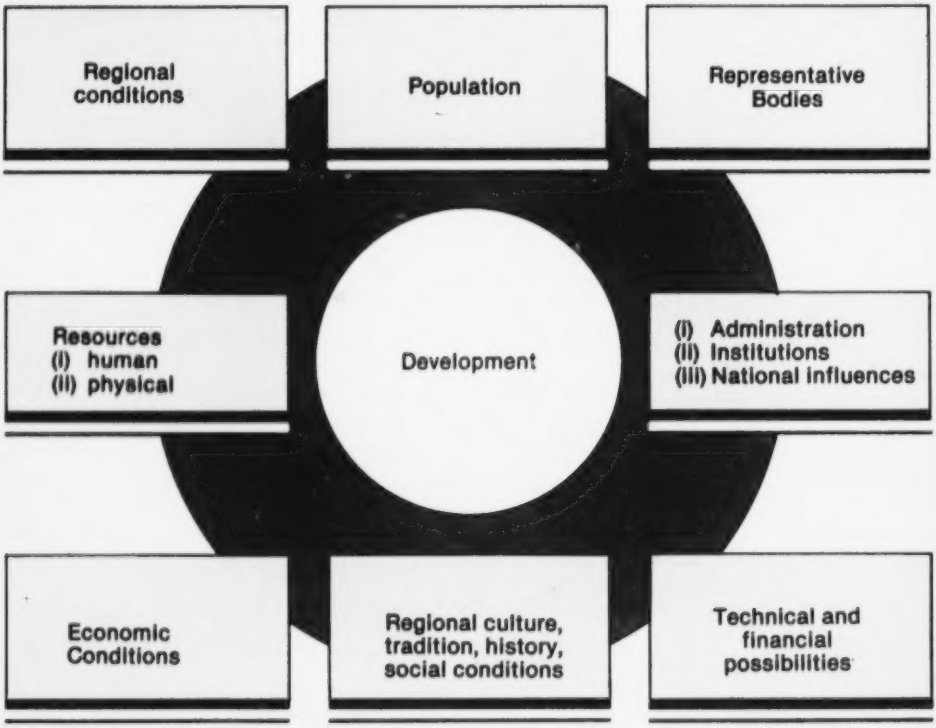
led and have a supraregional effect is often limited in hard-hit regions and that

(ii) programmes under which subsidies are granted for the location of new industries in 'problem regions' have as a rule brought no more than a temporary improvement, especially as in many cases they merely result in the transfer of jobs from one problem region to another and in a reduction of the total number of jobs. Once a programme has come to an end, some jobs disappear again as firms move their plants to areas benefiting from new subsidization programmes.

Local development strategies are based on the assumption that local problem-solving efforts cannot be sustained in the long term unless they are conceived as **integrative models** that cover not only the economic dimension but also social and cultural conditions in the region. This ensures that appropriate account is taken of all factors that have a bearing. As far as possible, sectoral decision-making structures should be replaced with jointly maintained and cooperatively devised problem-solving and development concepts in which both local institutions and private foundations, firms and trade unions cooperate.

If all the local institutions and authorities concerned with the problem of youth unemployment work together, opportunities will be found for developing longer-term social and employment prospects for young people. Accordingly, training schemes organized by regional or local education authorities often come to nought unless new jobs in, say, urban improvement are created through the employment and social authorities and, for instance, the bodies responsible for the administration of the economy.

The following diagram shows the determinants of local and regional development structures.



Revitalization of the local employment structure: the case of Bologna

Taking the Bologna region in Italy as an example, we will now show how new employment initiatives can be integrated into local structures and development processes.

The employment situation in Bologna is characterized by a highly diversified structure of craft and small firms, each employing a very small number of workers. There is a clear tendency, however, for the number of small firms closing to exceed the number of new firms being established.

The local authorities are therefore trying both to increase the numbers employed by firms and to promote the transfer of employees to new firms and areas of activity and the possible establishment of new firms.

Their activities are also geared to exploiting the dominant small-firm structure to integrate young people. To this end, a development plan has been drawn up for new forms of small firms and cooperatives and new

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forms of employment which take account of both the new technologies and the problems faced by young people.
Two approaches have been adopted in this context:
(i) the establishment of service firms incorporating new technologies;
(ii) socio-economic projects for the integration of marginalized young people.
An important instrument in the implementation of this strategy for the social and economic development of the Bologna region is the 'Progetto giovani' institution set up by the local authorities. This institution concentrates on three areas:
(i) **training** for young people in various occupations likely to have a future in the region;
(ii) **advice** for these young people after their training on setting up their own firms (also available to others going into business on their own);
(iii) **financial support** for 'new firms' on favourable terms.
This has led to the location in Bologna of projects and new firms in four sectors:
1. dying trades (e.g. violin-making);
2. new services (leisure, music, tourism, gastronomy);
3. recycling;
4. culture (e.g. video-film production).

Competition with traditional craft firms is not seen as a problem in Bologna today. The basic objective ist **vitalization,** aimed at giving existing firms and occupations fresh impulses. This particularly applies, of course, to sectors which are in danger of dying out (e.g. violin-making).

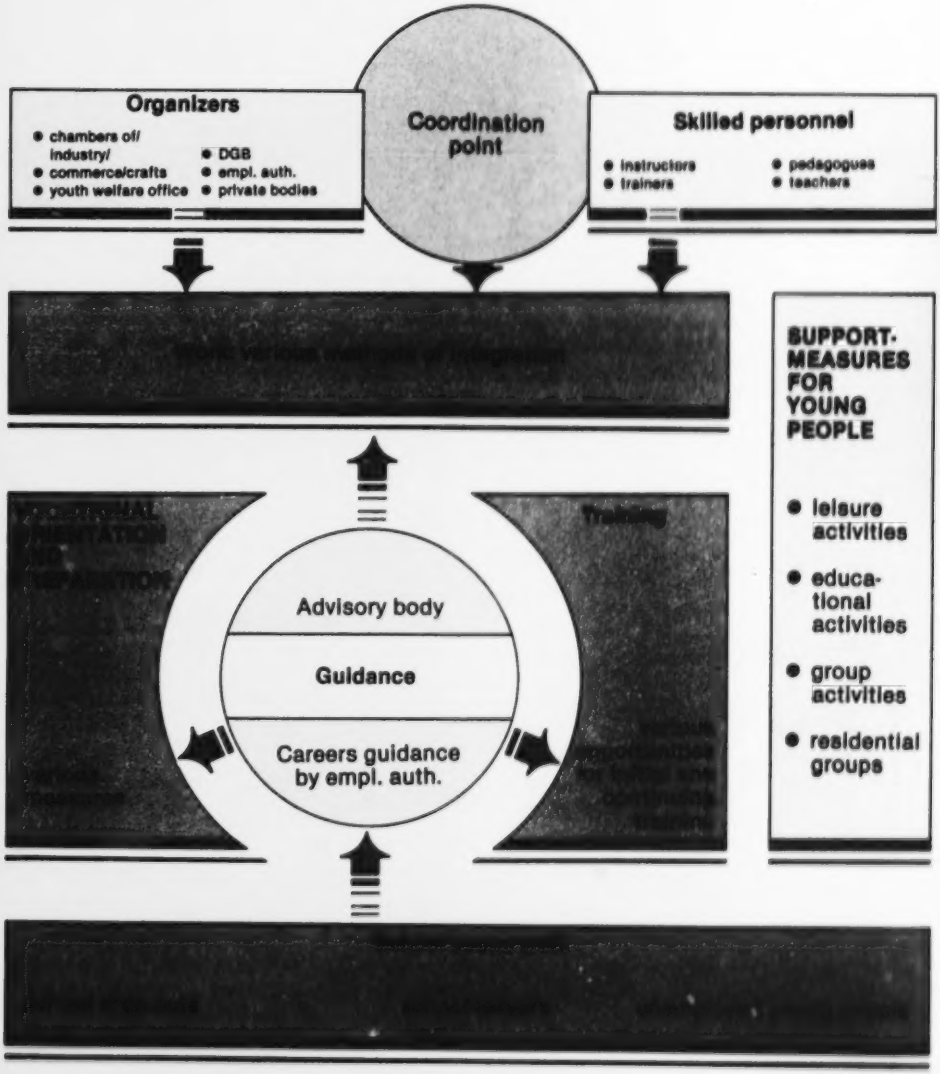
2. Local cooperation and partnerships
If it is to play an effective part in integrating young people into training and employment, there must be local cooperation at at least two levels:

A. Cooperation between the organizers of different schemes for the integration of young people
Our deliberations on local cooperation are based on three propositions:
1. There is a wide range of local organizations involved in social assistance, education, vocational training, advice for young people and employment. Unless these institutions and projects coordinate their activities, integration will make comparatively little progress.
2. Uniform, coordinated and jointly sustained strategies must be developed and implemented at local level, and social and local partnerships must come into being. The organizations and projects/firms participating in the process must be involved.
3. Local coordination and partnerships cannot be decreed from above: they must emerge locally.
A practical example of local cooperation is the 'Verbundsystem Oberhausen'. Together with other bodies engaged in social work for young people in Oberhausen, the Ruhrwerkstatt Oberhausen has developed a cooperative system of measures for young people between school and employment comprising the following elements:
(i) school/school social work;
(ii) advice;
(iii) vocational preparation;

(iv) vocational training;
(v) work projects.
These institutions are supported and assisted by bodies which organize social work for young people, youth groups, residential group work, and educational work for young people. Through in-service and in-company continuing training, the attempt is made to develop **methods of combining the measures in terms of organization, content and didactic approach** and to incorporate work that is worthwhile and in the interests of the community.

B. Cooperation between training institutions and local firms
Training and employment projects should be integrated into the local economic structure to prevent **distortions of competition** with other firms. In the majority of the projects described in the annex it was found that, although considerable importance was attached to this aspect at political-ideological level, the conflicts occurring in the local labour market itself were usually far less serious. In the French ATFJ project (see annex), for example, this problem was solved by appointing representatives of trade, the crafts and industry to the project management board and so involving them in project decisions.
This integration into the local economic structure also provides an opportunity for generally improving the position of the projects:
(i) **financially,** i.e. through the provision of products and services not available in the local market. In many cases, projects also act as contract suppliers to other firms.
(ii) for the **integration** of young people into local firms and also for the recognition of the project through its performance of socially, ecologically and culturally worthwhile tasks.
We will take as an example here the French ATFJ project (see annex for a description), an 'intermediate enterprise' (entreprise intermédiaire), which cooperates with local firms in many ways.
As a rule, the various ATFJ workshops make small batches of products which larger firms are no longer able to manufacture profitably. The orders can be passed on by these firms, and the textile workshop, for example, may therefore have 20 to 30 articles of clothing of one design to produce.
The workshops also cooperate with small local firms, which subcontract to ATFJ when their own capacities are overloaded. Particular reference must be made in this context to the metal workshop, since it is the oldest and has a good reputation with local craft firms. It is clear that this recognition very much depends on the skilled workers who run the workshops.
Other cooperation agreements have been signed, for example, with a regional manufacturer of ski equipment. In a specially equipped workshop, ATFJ welds together the internal components of ski-boots.

Integrated system 'Transition from school to work'



3. Development of new products and services, and local needs
It can be said today that the general goal of providing training and employment in **traditional occupations** does not go far enough. If combined training and employment projects want to avoid coming up against a brick wall in the longer term, they must be willing to **explore new areas of employment** and take a fairly flexible view of new products, new types of training and employment and new labour market strategies.

How can new types of employment and training be developed?
All the projects agree that new employment initiatives must focus on 'local needs' and 'local community tasks'. In addition, the nature of the work chosen must be such that marginalized and skilled young people and adults can work together and both sexes have equal opportunities.
However, projects often face major obstacles in developing a successful **strategy for identifying local needs.**

If we consider the instruments projects now have for developing new areas of training and employment, we immediately discover limitations:
- As a rule, projects do not systematically seek out new types of work. This is asking too much of most projects.
- Too much time elapses between the idea for a new product and its manufacture. Some projects confirm that it often takes three to five years for production to begin or for a project to be implemented.
- The projects have limited means of conducting **market research.** Of the projects described in the annex, only the 'Stichting Werkgelegenheidsprojekten' in Groningen, the Netherlands, and the production school in Randers, Denmark, had carried out surveys of potential customers and exhibited their products.
- Some projects adopt a **'trial and error'** approach when introducing new products.

New products are developed and marketed on the basis of an internal 'suggestion-box' system and joint decision-making. The problem appears to be that accurate information on the demand for these products is not available beforehand.
If innovative training and employment initiatives are to be developed purposefully, projects must be helped to choose **suitable products and services** (see Chapter VIII).

Creating permanent employment for young people by developing new products.
As an example of a project that develops new products and services we will take the production school in Randers, which has set up its own product development department. For the development of new, innovative projects, the school has appointed a product developer, who develops new production lines and makes prototypes with advanced young people and trained staff. The following are just two examples of the work of this department:
The gardening/greenhouse project is developing and testing technological innovations designed to increase the efficiency of hothouses and ideas for

humanizing work in market gardens. This has resulted in the development of a space-saving mobile table for ornamental plants, which is the subject of a patent application and is likely to sell very well in Denmark. In the metal-working sector a wide range of products has been developed, e.g. technologically appropriate cooling systems for the Third World and reusable packaging systems for the household and hobbies.

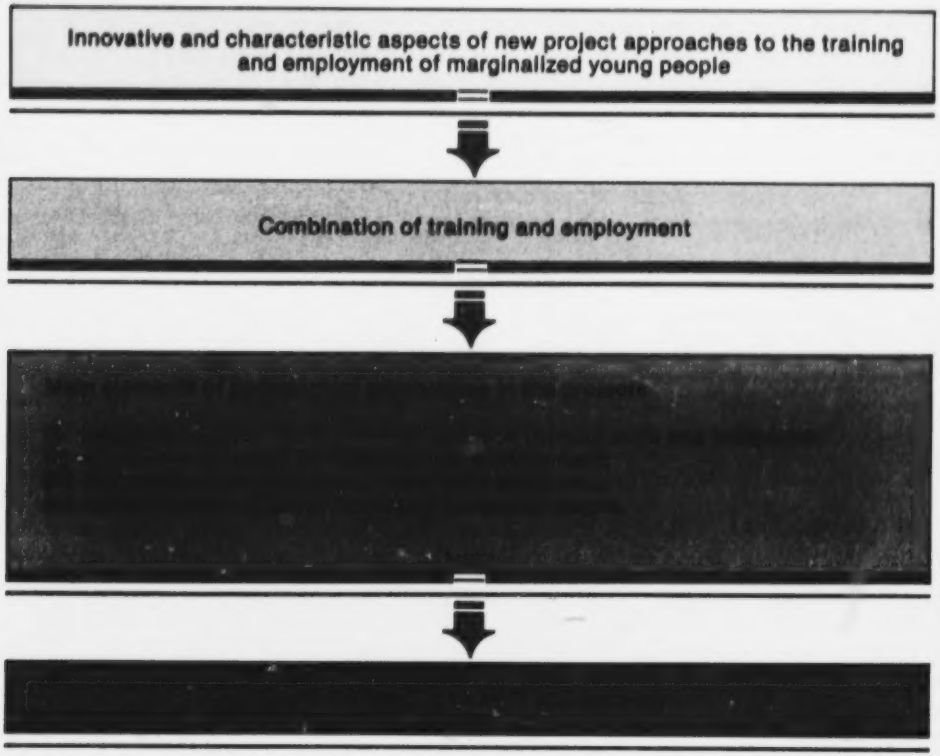
What opportunities and prospects does the development of new products and services offer for the training and employment of young people?

1. The development of new products performs a **service function** for local firms (e.g. the development of patents), making business promotion possible.
2. Product development also performs an **integration function** for young people. As a *quid pro quo*, firms that want to manufacture new products are required to train and employ young people.
3. The development of new products and services may also encourage the **establishment of new firms** and thus the creation of new jobs. This makes it possible to exploit local needs and gaps in the local market and/or supply.
4. In projects like the production school product development also performs a **pedagogical function** in that young people are involved in the development work.

Appropriate training structures for marginalized young people means appropriate products and services. The projects have found that the nature of the products must not be beyond the abilities of the young people concerned. If the various stages of the work are too complicated and require too much abstractive capacity, young people find it difficult to develop their productive and creative potential. Where new areas of work that take account of the knowledge and needs of young people are identified, the profitability of the work can also be improved. It is thus quite conceivable that the products young people would like to make call for a higher level of training and that they are also encouraged to be creative in the development of new products.
This would also comply with the holistic approach adopted by the projects, since young people would then be involved from the time the product was first developed until it was eventually manufactured.
It should be remembered, however, that as a rule it is asking too much of teachers, trainers and young people to take on these additional tasks. Professional advice would help projects to identify new opportunities and methods (see Chapter VIII).

5 Summary: Innovative activities in innovative training and employment projects

Main elements of the chapter


Innovative and characteristic aspects of new project approaches to the training and employment of marginalized young people
Combination of training and employment

Abstracting from the peculiarities of the various countries or projects reveals that the above-mentioned approaches to the training and employment of marginalized young people feature a number of central elements, which are discussed below.

1. Training is closely linked to the creation of new jobs.
Training does not take place against the background of an increasingly uncertain future but is the precondition for a **definite and attainable prospect of employment.** While this link, which

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is of the utmost importance for the motivation of marginalized young people, is progressively disappearing from government training programmes and the exchange value of skills learnt is becoming increasingly questionable, young people involved in the projects are immediately aware why and for what they need to make the laborious effort to learn.
The initiators of some projects even began by giving priority to the creation of jobs to ensure survival.
Training processes for the initiators themselves and the young people who later joined them were gradually institutionalized as projects developed. Examples here are 'Science-Service-Travail' in Belgium and the Italian agricultural cooperative 'Il Forteto'.
Other projects began by concentrating entirely on the training of marginalized young people, but were soon forced to recognize the growing difficulty of finding them their first jobs in the labour market. Appropriate employment initiatives were consequently added or are now being developed. This is especially true of the German project 'Ruhrwerkstatt Oberhausen', the 'Limerick Youth Service' in Ireland and the 'Provinciale Stichting Werkgelegenheidsprojekten' in the Netherlands.

2. The projects try to make work and learning activities holistic and transparent.
The emphasis is no longer on the fragmented work processes typical of industrial production. Instead, the distinction between theoretical and practical learning has given way to **product and project orientation.**
Young people do not learn by practising, producing fine pieces of work which are then thrown away. In the projects they receive their vocational training by making things which have a practical value and whose usefulness to society is immediately apparent. As a rule, training forms part of a larger project, which enables young people to become familiar with a complex work process and to **learn general and social as well as practical and theoretical skills.**
When, for example, young people taking part in the Dutch project renovate public buildings so that they can be used by the disabled, they not only learn technical skills but also see that their work has a social aspect. When young people at the Danish production schools make solar collectors, talk to potential customers and then install the collectors, the principle of a **holistic approach** to their work is respected.

2.1 The distinction between thinkers and doers tends to be abandoned.
The fact that the projects include pedagogical activities is a criticism of the professionalization that dominates government measures to combat youth unemployment. The concept underlying the work of pedagogues, teachers and trainers is not that they are doing something for young people but that young people must be put in a position to do something for themselves.
This means trying to learn from each other and is characterized in practice by the abandonment of both the rigid division of responsibilites among

training personnel and the firmly established division of labour between 'experts' (teaching staff) and 'laymen' (young people).
In the Belgian project (see annex for description), for example, groups of three people at different training levels always work together, the idea being that new entrants, who start at the lowest training level, should learn the skills of the better trained and so take over responsibilities from them as soon as possible.

2.2. The projects try to take account of the social world and environment of the young people.
While traditional schemes and courses designed to combat youth unemployment reduce the needs of young people to educational or vocational learning processes, the projects try to overcome the **rigid dictinction between occupational and social activities,** work and leisure, or to combine these spheres.
The personal problems that young people have, which at school or work are usually regarded as 'private' matters and therefore ignored, become part of the daily round in the projects: they are taken seriously and discussed, and a joint effort is made to find solutions.
Some projects, Ruhrwerkstatt Oberhausen, for example, have institutionalized this process by employing social pedagogues.
The Limerick Youth Service uses group-pedagogical methods during 'group-work' sessions to take account of and deal with the personal experiences of young people.
In certain other projects the distinction between the work and social spheres does not exist because the young people live in. This is true, for example, of the Italian agricultural cooperative, part of the French project (filling station) and some of the Danish production schools, where young people live together in independent groups.

2.3. Democratic self-management and work structures are the projects' ultimate objective.
The elimination of the often one-dimensional precepts of government measures and the development of internal work, training and organization structures is essential if projects are to operate effectively and competently.
Apart from this form of project-related responsibility, **forms of co- and self-determination** are used in an attempt to make problems and decisions transparent and, where possible, to operate on the basis of unanimous or majority decisions.
This principle enables young people to identify more closely with the project, but often requires arduous and time-consuming group sessions to explain what is involved.
The status of the young people and the opportunities they have for co-determination or even self-determination clearly depend on the nature of the project.
In projects which began by concentrating on employment and their own survival and have achieved a fairly high level of financial independence, young people are more closely involved in the decision-making structures. One such project

is the agricultural cooperative 'Il Forteto'. Where projects began by placing the emphasis on the training aspect, take young people for only a limited period and are heavily dependent on State subsidies, the opportunities for young people to join in the decision-making are usually restricted to the work itself. This is true, for example, of the Danish production schools, the French ATFJ project and Ruhrwerkstatt Oberhausen.

2.4 To enable them to involve young people as active participants, the projects pursue a comprehensive training strategy.

Most projects attempt not only to train young people for a given occupation in the labour market but also to teach them the **technical, personal and social knowledge and skills** that are needed if they are to make a living in innovative areas of employment and projects.

On the technical side, this means that **general skills,** as used, for example, in similar craft occupations, and knowledge of the organization of work and firms must be taught. This is partly achieved during project training. At the same time, however, the utmost importance is attached to the personal and social development of young people, since the ability to work with others in a spirit of cooperation and solidarity is a precondition for a project. Equally, each individual must have some self-confidence and sense of responsibility if he is to play his part in a project or to hold his own in a 'normal' job. All the projects give a high priority in their work to helping young people to gain these attributes. As a result of the socio-pedagogical orientation of the work and learning processes, i.e. the involvement of young people's social lives and problems, and the largely democratic internal structures of the projects, which are geared to co-determination and co-responsibility, considerable success has been achieved in this respect.

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3 Work and learning are combined with meeting social needs at local or regional level.
The projects largely concentrate on sectors in which a **social need** for certain products or services can no longer or cannot yet be met by firms in the area. This is true, for example, of environmental protection, the renovation of old buildings, schemes for the rational use of energy, or the use of renewable energy sources, and certain services.
Projects essentially take this line for two reasons: firstly, most projects see themselves as social undertakings seeking to identify and develop new, environmentally and socially compatible spheres of work and learning. Secondly, the fact that the pressure of competition from established firms is least pronounced in these sectors naturally plays a part.
Thus, at **local level,** projects perform a service function for traditional firms in that orders placed with them and materials bought from them make the local market more 'dynamic'.
Although most of the projects described here adopt this approach in one way or another, the principle is perhaps most clearly reflected in the Danish production schools. They develop prototypes of new products geared quite specifically to social needs and train young people in the process. If the products prove marketable, the patent is passed on to a local firm on condition that it employs young people from the production schools.

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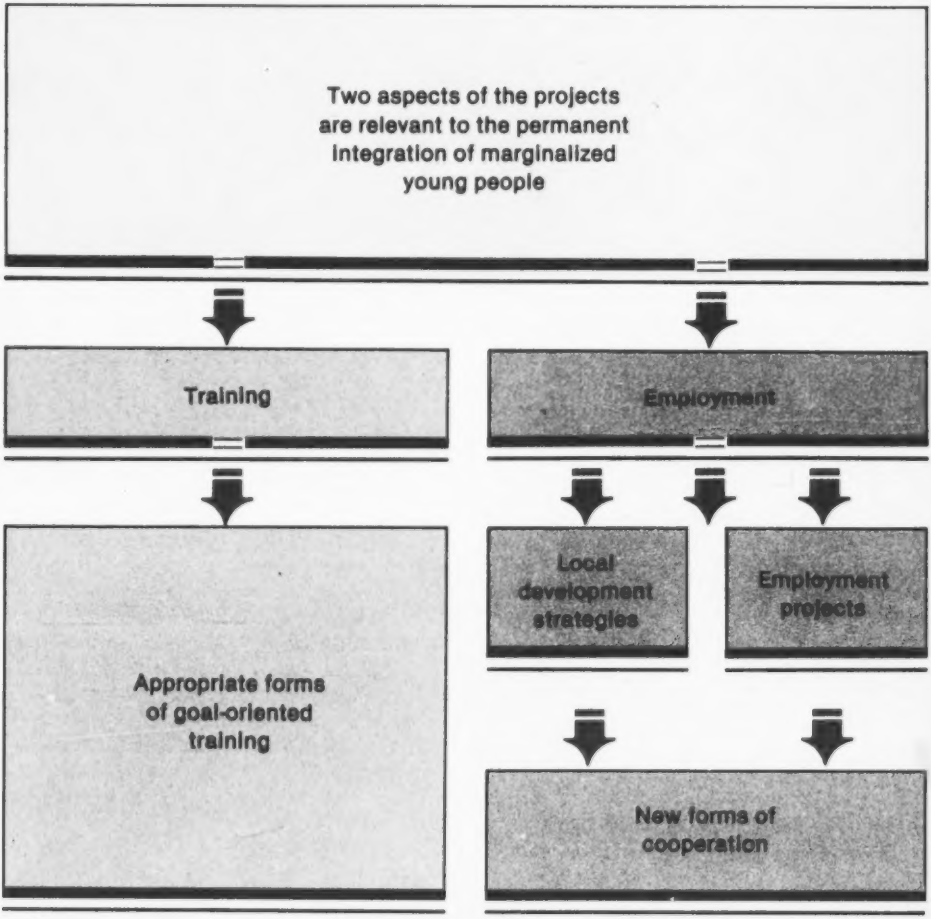
Guidelines on planning and implementation

6. How can innovative training and employment projects help to create permanent jobs?

Main elements of the chapter


Two aspects of the projects are relevant to the permanent integration of marginalized young people
Training
Employment
Appropriate forms of goal-oriented training
Local development strategies
Employment projects
New forms of cooperation

1. Objectives of innovative combined training and employment projects

In the previous chapters we have shown that **isolated and one-sided measures** to combat youth unemployment often fail to have the effect intended. As the labour market situation is deteriorating, **innovative projects** that **place excessive emphasis on training or temporary employment similarly** seem incapable, in the long term at least, of permanently integrating young people into the labour market.

Innovative training and employment projects will therefore have the added task in future of going beyond current approaches and combining training and employment in such a way that sound employment prospects can be developed, especially for marginalized young people.

By summarizing the various project approaches that have so far been described, we can outline the main elements of innovative training and employment projects seeking to create new jobs.

(a) By adopting innovative pedagogical-didactic approaches to **social and personal stabilization,** the projects are able to cater specifically for marginalized young people. Factors which motivate young people and help them to find their identity increase their willingness to continue their training at a higher level.

(b) The **combination of work and learning,** of theory and practice in the training process, gives young people a direct insight into interrelated factors, encouraging them to continue the learning process.

(c) The inclusion in the learning process of new aspects which place greater emphasis on **employment** as the ultimate objective can be regarded as a prerequisite for the adoption of new approaches to employment.

(d) The systematic search for **new areas of work and employment** and, building on this, the purposeful development of new employment opportunities for young people is the logical extension of the current attempts at an **integrated overall model** for the training and employment of marginalized young people.

2. Features of employment projects

As we have seen, various attempts have been made in connection with the projects described in the annex to simplify the **integration of young people into employment** (see Chapter IV). Three basic strategies can be identified in this context:

(i) local development strategies;
(ii) new forms of cooperation between training and employment;
(iii) development and marketing of new products and services.

The alignment of these integration strategies with the goal of creating **additional jobs** for marginalized young people can be seen as a trailblazing step towards the development of prospects of permanent employment for this target group.

(a) **Local development strategies** generally represent a suitable basis for the creation of new jobs. However, this presupposes cooperation among areas of responsibility at various levels of the administration which frequently keep very much to themselves. Cooperation among, say, the

local authorities responsible for the training, financing and employment of young people would be a first step towards a uniform and thus effective course of action.
The simultaneous integration of innovative training and employment projects into the planning and implementation of local youth employment programmes would in principle enable publicly financed, additional and worthwhile jobs to be created at local level, particularly for marginalized young people. For example, mobile social services could be introduced, social housing renovated and towns made greener.
(b) **Local cooperation** between the organizers of various training schemes (e.g. vocational preparation and vocational training) and employment projects enables purposeful training to be provided with the definite prospect of future employment.
This can be achieved by combining training projects with existing local employment projects. Depending on capacities, individual young people could then be taken on by an employment project.
Another possibility is the joint establishment of new employment projects by the local training projects. A merger of this kind could, theoretically at least, create new jobs through the introduction of new products and services, for example.
Cooperation between training projects and local firms also opens the way for the transfer of the production of small batches to the projects. As a rule, such cooperation also enables young people to find jobs in the firms after they have completed their training.
(c) The establishment of potentially independent **new employment projects** by the organizers of training schemes seems particularly appropriate if combined with the development of new products and services. To qualify this statement, however, it should be pointed out that the young people concerned must then have already reached an advanced level of training.
In addition, the actual preparation of such employment projects jointly with young people during their training can be regarded as the right approach in this context (e.g. the development of a practical infrastructure for future employment projects).
What is undoubtedly true of all three spheres is that new marketing strategies commensurate with the goals pursued by the projects must be devised to ensure that products are sold.
A special feature of the **areas of activity** of these three new types of employment is that they are primarily geared not to **profit-making** but to environmentally and socially compatible activities in which the emphasis is on the **needs** of the community. Other criteria are local and regional orientation, with account taken of problems and resources at this level, concentration on target groups at particular risk and respect for the principle of making enough money to repay subsidies or cover costs, which also embraces self-management ideas.
In this model new employment projects

- are primarily employment-

oriented;
- are also and above all accessible to groups at a particular disadvantage in the labour market;
- primarily utilize and develop the human and natural resources to be found locally;
- are planned, developed and implemented with the general participation of those directly concerned;
- create additional permanent jobs offering employees long-term prospects with social safeguards;
- make available products or services which take account of local economical, ecological, social and cultural needs.

The **areas of employment** in which new local employment initiatives of this kind can be undertaken and developed can be divided into three groups:
- **Niche production,** i.e. they identify and fill small gaps in regional markets by making and distributing products or devising services for which there is demand backed by purchasing power (old and new crafts, health food shops, non-polluting products, alternative means of transport, etc.).
- **Gaps in supplies,** i.e. they meet demand backed by purchasing power which others cannot, or cannot yet, fully meet (e.g. looking after old people in their own environment, renovating social housing).
- **Social needs,** i.e., by providing products or services, they meet local needs which are in the public interest, performing socially necessary tasks in such areas as the protection of the landscape, recycling, etc.

3. Appropriate forms of training geared to subsequent employment

Innovative training and employment projects have the task of preparing young people for their future activities by providing appropriate training. Recognized **vocational certificates** should again be the goal in this case, so that young people can also take up employment in other sectors after their training.

What young people have to learn will vary according to the **employment objective** (e.g. transition to existing related production projects or to new, largely independent employment projects for young people). A particularly important factor is the degree of **responsibility** the young people are capable of assuming after their training. It is for the project planners to decide from the outset what employment objective is feasible and appropriate to the **target** group.

The projects (see annex for descriptions) have found that a major requirement for permanent integration into employment is that young people should be prepared specifically for employment while they are still undergoing training. This also seems necessary as a means of motivating them. The prospect of actual employment after training encourages them to make the necessary effort to learn. The **graduated training model** (see Chapter III) can be seen as an appropriate training strategy in this context, since it places the emphasis on social skills, occupational skills or commercial know-how depending on employment prospects.

To give young people a good **start** once they have completed their

training, the following elements should be included in the training provided by the projects:

- general vocational training in conjunction with socio-pedagogical counselling and personality stabilization;
- development of a definite employment prospect jointly with the young people **during** the training phase, i.e., specifically,

(i) where **employment projects already exist,** the integration of the young people at an early stage so that they can grapple in advance with the problems they will face later or
(ii) where the intention is to establish a **new project,** their involvement in the planning, i.e. in studies and market analyses on products and services (and in the search for niches in the market, the systematic search for and possible testing of appropriate and marketable products, product development) and, as already mentioned, the development of a practical **infrastructure** for the future employment project during the training phase.

The progressive nature of this training phase may mean reducing the time spent in training in favour of time spent working on the project or its initial endeavours in order to facilitate the transition of young people to employment. The time spent in training should increasingly give way to advisory sessions of which the young people can avail themselves to discuss any kind of problem.

4. Training and employment projects and the distinction between social and economic profitability

If these approaches to the integration of marginalized young people are to receive appropriate support and so become more generally accepted, a more detailed description of the value and significance of these initiatives seems necessary. The combination of training and employment makes ist particularly difficult to assign the projects unequivocally to the training sector or the employment sector, since each has its own financing criteria. If therefore seems necessary to raise the question of the **social and economic profitability** of such projects. If we consider the more pedagogically oriented and the more employment-oriented projects, we find that in some cases they differ very significantly in terms of the sources of funding open to them. While pedagogically oriented projects very largely try to be **socially profitable,** many employment-oriented projects are forced to be more or less **economically profitable.** Two factors must be considered in this context:

(a) It should be asked whether the word 'profitability' should even be used in connection with training and whether reducing training to an economic level in this way does not automatically force the assimilation of skills into the background.
(b) The activities of the projects are of great social value. Particular reference should be made to the following functions they perform:
(i) (re)integration of unemployed and/or young people into employment,

(ii) reduction of the cost of unemployment to the economy,
(iii) alleviation of social tensions,
(iv) social benefits for the recipients of products or services,
(v) development of regional purchasing power,
(vi) reduction of moonlighting and certain forms of loan employment,
(vii) improvement in the quality of the environment,
(viii) appropriate utilization and recycling of resources.

The last two items show that the **success or failure** of such approaches to training and especially employment should not be measured solely in terms of **microeconomic profitability.** Their social and therefore macroeconomic profitability should also be recognized, and public funds should be made available if only for the training component. Young people in employment-oriented projects too must gradually learn to act and work productively, and they often leave projects when, more or less trained, they find a job. The poor productivity of these projects should similarly be offset by subsidization.

In addition it can be assumed that gearing project work entirely to market criteria and therefore to contract work will leave comparatively little room for actual training. This holds despite the justification of the demand that young people working in such projects be paid the collectively agreed rate.

If the work done by the projects is moreover geared to:
(i) the development of the local economy,
(ii) the social benefits derived by the recipients of products and services,
(iii) the quality of the environment and
(iv) meeting local demand not backed by purchasing power (social services),
the performance of these 'public tasks' should again be subsidized from public funds.

Opportunities for self-financing?

If the opportunities projects have for self-financing are considered, it becomes clear that, if they are to fund their activities from their **own resources,** they must themselves produce.

When the question of financing arises, it is therefore important to make a distinction between training projects, combined training and employment projects and employment projects.

Training projects are usually dependent on public funds for survival. They must have the same access to sources of funds as other training institutions in the national education systems.

Even if **production** plays a central role in these projects, there is no denying that it is primarily used as a pedagogical and didactic instrument and therefore plays a subordinate role in their financing.

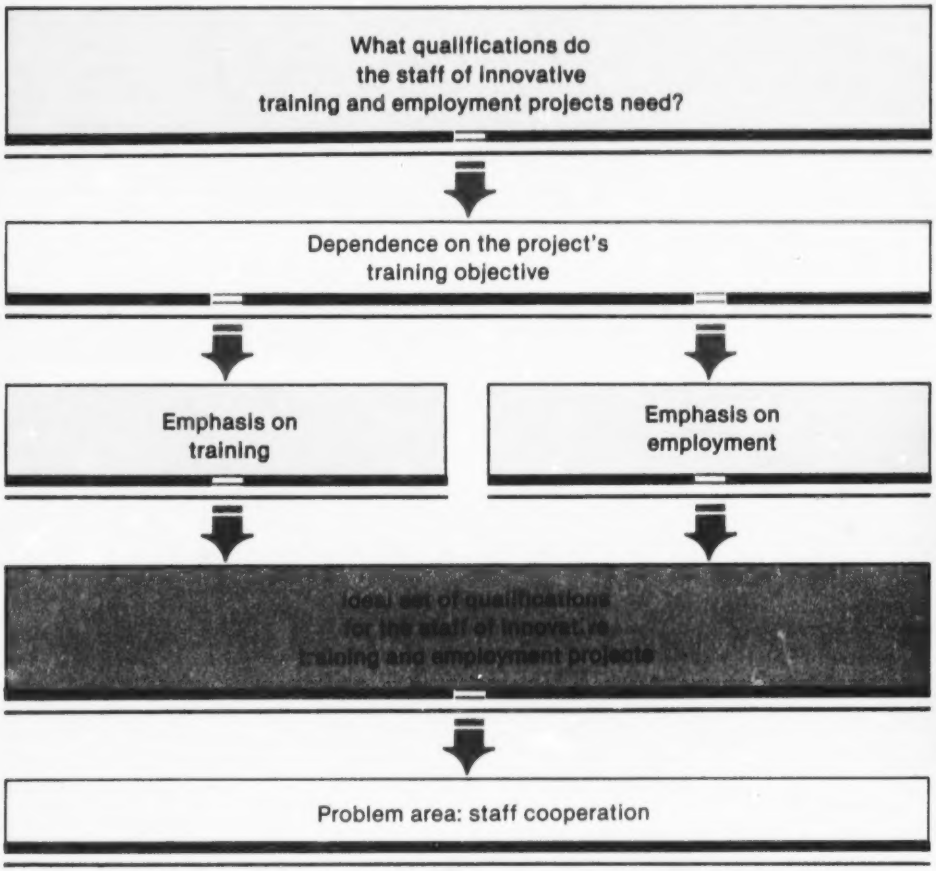
In **combined training and employment projects, production** can be assigned a slightly different role: the economic aspect of production may mean 'additional revenue' for the project. Here again, the training element of the overall range of activities in a project of this kind should, as a general rule, be publicly financed.

Where a project of this type not only trains and employs marginalized

young people but also meets **local needs,** the subsidization of the training and employment elements is both necessary and justified. Examples in this context might be products for the disabled and ecological measures.

7. What skilled personnel are needed?

Main elements of the chapter


What qualifications do the staff of innovative training and employment projects need?
Dependence on the project's training objective
Emphasis on training
Emphasis on employment
Problem area: staff cooperation

1. The qualifications of the trainers and staff of projects as a function of the strategy adopted for the training of young people

At his point, we will formulate and explain various propositions which we believe essentially define the qualifications required of project staff and trainers.

Proposition 1. The qualifications and skills required of staff and trainers depend both on the **project's objective** and on the methods it uses to train young people.

The projects have the task of not only integrating marginalized young people but also developing **innovative forms of work and job content**, which must be put into practice with the aid of **new forms of organization.** Key words in this context are therefore: self-management, equal rights, co-determination, solidarity, etc. This broad spectrum of functions and tasks to be performed by the project staff means that they must have a wide range of not only technical but also **personal skills.**

'Communicative competence' would be the appropriate key word to describe the level of qualification needed to ensure cooperative relations among staff members. The same is, of course, true of relations with young people.

The other qualifications required also depend on the objectives of the project, i.e.

(i) the target group with which it works; and

(ii) the manner in which it essentially tries to integrate young people.

Proposition 2. It the emphasis is on **pedagogical objectives,** the skills required of the trainers will be mainly of two types:

(i) pedagogical/socio-pedagogical skills;

(ii) technical/vocational skills.

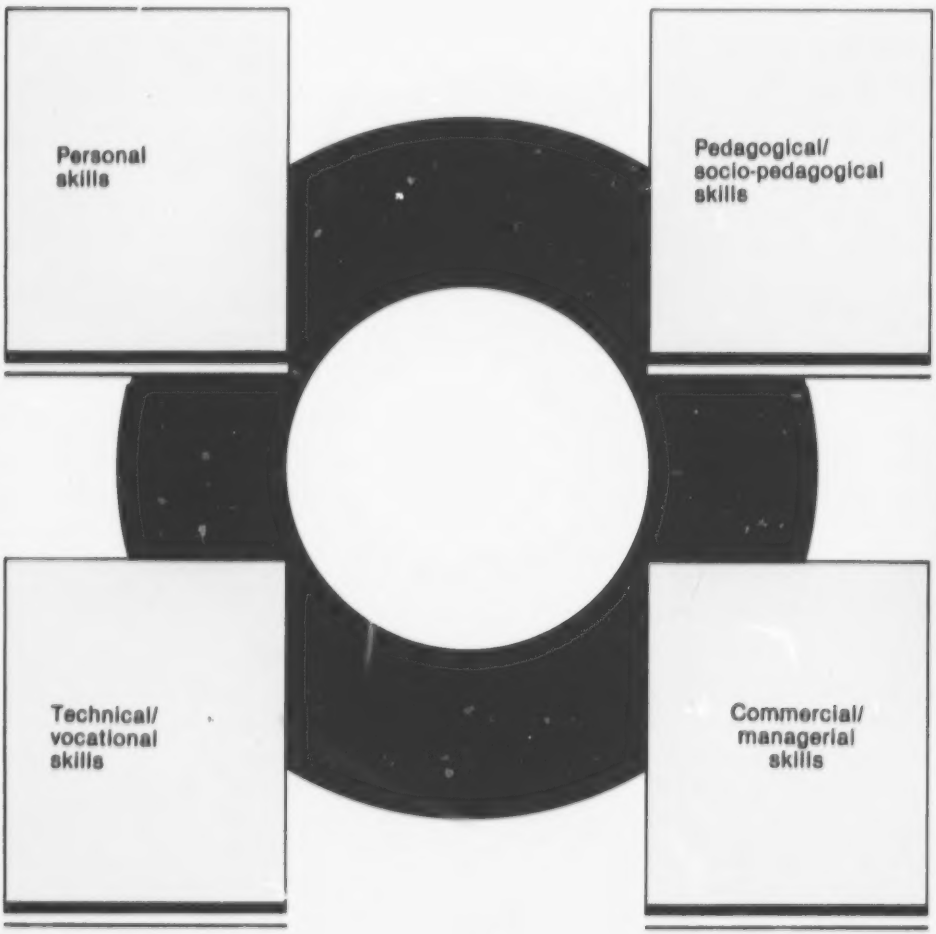
Such integration strategies, as we have said earlier, seek first to stabilize the personalities of young people. The trainers should therefore have **socio-pedagogical skills** so that they can deal with problems and areas of conflict together with the young people concerned.

Following on from this, the projects aim to teach vocational and technical skills. Trainers should be highly **skilled** in the fields in which the young people are being trained. Experience in many projects indicates that this is necessary because the trainers' technical competence helps young people to find their identity.

Proposition 3. If the project is more employment-oriented and forced to produce to pay its way, the trainers should also have commercial or managerial know-how.

Projects that operate largely without subsidies and have geared their integration strategy to 'employment' are subject to much the same conditions as conventional firms, i.e. they must be able to achieve an appropriate level of **economic productivity** in at least those areas which are financed through the market.

Four types of skills required of the staff of training and employment projects can be deduced from the above:



From this model it would seem doubtful that any one person can combine all these functions. We therefore assume that a **coordinated strategy** is needed for the training of young people, i.e. the coordination of technical, general educational and socio-pedagogical learning processes and the project teaching staff working in these various fields.

2. The ideal qualification profile for the staff of innovative training and employment projects

All the staff qualifications described above must of necessity be represented in innovative training and employment projects in which young people pass through both stabilization and training phases and then go on to employment.

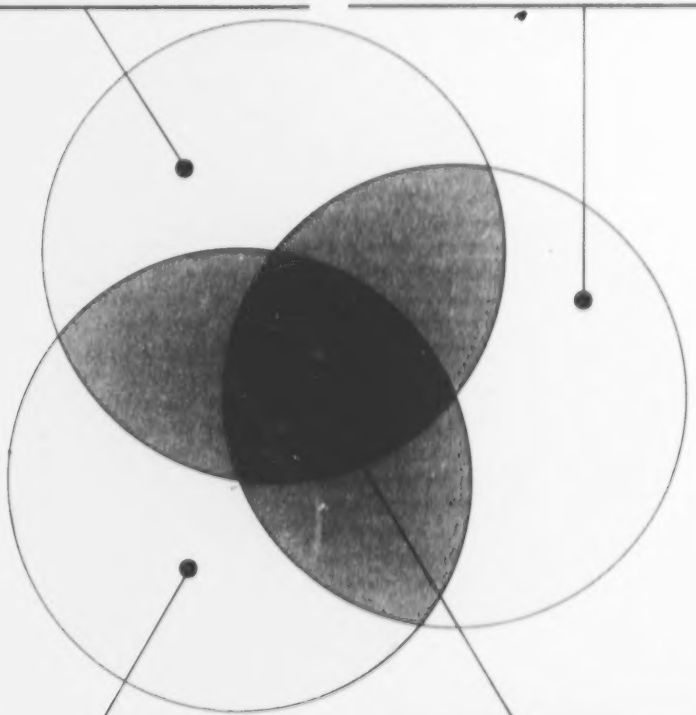
We have attempted to illustrate this **ideal model** in the following diagram:

Pedagogical-didactic skills

Technical skills

(teaching of general education, learning methods, etc.)

(training for a specific occupation corresponding to the project area)



Basic skills

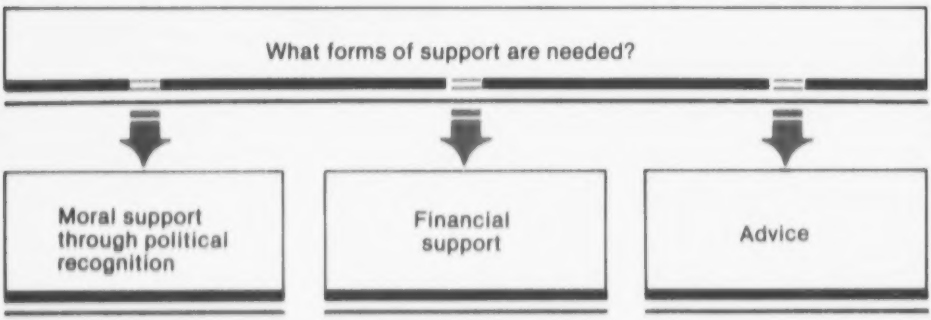
In combined training and employment projects each staff member should specialize in (at least) one **area of skills** and undertake the corresponding tasks.
For work in the projects these various areas of tasks and skills should not stand in isolation but be coordinated within an **integrated overall strategy.**
To ensure that this is so, projects should adopt a **team approach** in which the specific skill profiles are combined.
The **ideal skill profile** of a staff member thus comprises in-depth knowledge of one of the areas shown in the diagram and basic skills in the other two areas.

3. Staff cooperation: in theory and practice

As the target group consists of marginalized young people, new learning methods need to be developed and applied. One of the main elements of these new methodological/didactic approaches is **cooperation** among the various members of the project staff, i.e. teachers, trainers and social pedagogues.
An **integrated team approach** means proceeding from a joint basic image of young people and pursuing the same objectives as regards their training and employment. There should also be agreement on working methods and **procedures.**
This is not intended to mean, however, that each member of the staff should be able to do everything: a **division of labour within the staff team** is essential. This is in no way designed to create positions of power but to ensure cooperation among all staff members.
Effective team work is hampered by three basic factors:
(a) Work with a social commitment requiring a high level of identification is often less well paid than more 'normal' activities.
(b) The projects' uncertain future and temporary contracts have a discouraging effect on staff and young people: how can young people be taught to prepare themselves for the future when the staff are themselves always under the threat of unemployment ('When does my contract expire')?
(c) Different levels of pay for different members of staff.

8. What forms of support are needed for innovative local training and employment projects?

Main elements of the chapter



If it is considered socially desirable for these innovative training **and** employment projects to have a sound basis, **appropriate foundations** should be laid to ensure they receive the support they need.
A distinction should be made between three types of support:

1. Moral support through political recognition
Despite the social value of innovative training **and** employment projects, it is occasionally found in all the Community countries that they receive little public recognition.
This is due to the fact that they work with marginal groups in society who do not have a powerful lobby and often suffer social discrimination at the hands of the public. They are labelled potential layabouts or criminals and are given little opportunity of overcoming this prejudice — a vicious circle from which it is difficult to escape.
The projects use selected measures in their attempt to help these young people to become full members of society. To change the prejudiced image the public have of these young people and at the same time improve the recognition and acceptance of their own activities requires an enormous effort on the part of the projects.
An important step in this direction is taken when the projects receive **political recognition** as trail-blazing and promising approaches to the integration of marginal groups into employment and society.
The willingness of political decision-makers, and specifically of the local authorities in this instance, to support projects of this kind, allot them an appropriate position in the local environment and so recognize that

they are needed can be regarded as a first step in the right direction.

2. Financial support

Innovative training and employment projects should not be assessed solely on the basis of economic criteria: as they perform various tasks in the public interest, the emphasis should be placed on their **social profitability:** the integration of young people who would otherwise be unemployed, the reduction of social welfare costs, the transfer of skills from the older unemployed to young people, the reduction of drug abuse, crime, etc.

The performance of these tasks makes public subsidization necessary. This is particularly true of the training component within the overall range of activities undertaken by these projects. The comprehensive training measures, the fairly long period the young people therefore spend in the projects, the socio-pedagogical counselling they receive, etc. similarly justify a large measure of public funding for the training component. In both social and economic terms this is no more expensive than separate measures which do not offer these young people the prospect of permanent employment.

In view of the need to develop new permanent employment projects, adequate investment funds (capital costs, equipment, etc.) should be made available for these projects. This is particularly true of projects which perform social tasks:

In addition to investment subsidies during the development and initial phases, projects offering **'marketable' products and services need** financial support, the assumption being that they can become economically stable.

Projects that primarily seek to fill **'gaps in supplies'** with products or services, demand for which is not fully backed by purchasing power but which have a high social value (e.g. looking after old people in their own environment) should receive not only subsidies to cover their capital costs but also public orders.

Very few projects meeting a **'local need'** which is in the public interest and doing socially necessary work (e.g. protection of the landscape, urban renovation) will be self-supporting in the medium term. If they are to go on performing these tasks, they will therefore need not only subsidies to cover their capital costs but also direct public funding.

Traditional forms of financing

In the area of public funding a distinction can be made between various types of government activity in the European Community:

(a) Payments made directly to unemployed young people (reimbursements, subsistence allowances, etc.);

(b) Payments to the training or employing organization. Here again, a distinction can be made between three types:

(i) personnel costs (e.g. wages, social security contributions, training allowances);

(ii) operating costs (e.g. rent, materials, administrative expenses);

(iii) capital investments (e.g. equipment, machinery, premises).

The emphasis in these strategies varies according to national circumstances, there being a problematical tendency in some Community countries to reduce direct payments to young people and increase the subsidization of initiatives and organizations working with young people.

New forms of financing are needed.
Efforts are being made in various Community countries to develop new forms of funding the establishment of projects.
In the Federal Republic of Germany a debate has begun on new concepts for the financing of 'alternative firms', from which the following general propositions can be derived:
(a) It is difficult to apply **conventional economic development instruments** to training and employment projects. They normally assume that projects will be economically profitable and fail to take account of the social value of the products and services they provide.
(b) **Innovative organizational methods** (e.g. self-management) are particularly prone to rejection by conventional financing institutions. Hierarchical decision-making structures and ownership by private individuals are considered essential requirements for the granting of loans.
(c) **New criteria** for the **assessment and evaluation** of projects must be established so that account is taken of their specific circumstances.
In the Federal Republic this situation has led to the establishment of a 'Liability Association — Guarantee Bank', undoubtedly the financially strongest source of 'alternative' funds at present. The capital needed to found this institution was provided by the Church, which thus plays, formally at least, a central role in the allocation of guarantees to projects. The Guarantee Bank does not itself grant loans but assumes part of the credit risk. This assistance is designed to make it easier for projects to borrow funds.
Another example is the 'Ecobank', which is still in the process of being established. The object here is to develop a house bank which will grant loans to alternative projects at favourable interest rates. It has come up against certain difficulties, however, since the Federal Banking Supervisory Office wants to impose stringent conditions on the future cooperative bank (relating, for example, to equity capital and required total assets).
Another form of financial assistance is already available in a number of Community countries: the 'accumulation' of unemployment benefit. In this case, unemployed workers can obtain advance payment of unemployment benefit if the money is to be used to set up job-creation schemes or create jobs for themselves.

3. Direct support from advisory institutions

If the intention is that innovative training and employment projects should eventually become viable and independently managed undertakings, **good advice** will be needed at every stage.

A wide range of problems occur during the development of both viable training and employment projects and projects for the subsequent employment of young people, and the project initiators often lack the know-how to solve them.

Conventional management consultancy services, as provided, for example, by chambers of commerce, industry, etc. and by private firms, often focus on limited economic aspects. As economic, pedagogical, social and, to some extent, political and cultural problems are all encountered in training and employment projects, conventional consultancy services do not go far enough either in **content** or in the **methods** they apply.

New advisory institutions must take account of the specific kind of advice needed by such projects and gear their activities to them.

- **Training projects** primarily need pedagogical advice, particularly on the question of appropriate occupations, products and services and on their internal or financial organization.
- **Training and employment projects** that employ young people for a limited period (transit projects) also need commercial advice.
- **Innovative training and employment projects** that seek to develop viable employment projects need help from an advisory institution in four areas:

(i) on products and services (market analyses and feasibility studies);
(ii) on project financing and economic aspects (management questions);
(iii) on pedagogical aspects, particularly regarding the introduction of specific forms of training and subject matter;
(iv) on internal organizational structures.

Due account must be taken of the problems of marginalized young people in all these areas. They must therefore be seen as the primary concern in all advice given and so inspire the solutions proposed for projects.

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II. Pioneering project approaches in the European Community — A review

BELGIUM

Science-service-travail: Economics and pedagogics combined

Background to the project

This non-profit association was established as early as 1974. Its goal was initially to ensure its own survival, and it began by concentrating on the recycling of raw materials, particularly waste paper.
A year later economic developments forced the project to seek new areas of activity and to adopt a strategy of 'diversification'. Its activities were extended to include, for example, transport and removals, carpentry and the recycling of textiles.
In 1978 a split occurred within the project, some staff members being guided by the principles of the co-operation movement and so concentrating more on job creation, while others geared themselves to a combination of teaching and work.

The project's objectives and its target group

This socio-economic/pedagogical experiment is based on the realization that the sub-proletariat, being the most marginalized group in society (and including increasing numbers of

young people in Belgium), forms the lowest stratum socially and culturally. Other features of this group are inadequate education and training (illiteracy), extreme poverty and ostracism.
The declared aim of Science-Service-Travail is to lay the foundations for a basic vocational training so that this section of the population can attain the rights and status of 'workers', i.e. regular pay, social insurance, contracts of employment, housing, etc.
The combination of work and teaching is intended to ensure reorientation, the development of new structures and the stabilization of young people's personalities in the very areas in which they have experienced serious failure in the past.
At present 24 people are working in the project, 10 of them trainers and permanent employees responsible for organization and administration.
The 14 'trainee employees' include both young people and adults, about a third of all the employees being under the age of 25.
Initial contact with the project is established through the social services (CPAS, Centre public d'aide social), through the employment authority (ONEM) or privately.

Work areas and workshops
The Science-Service-Travail project is broken down into various work areas, each with its own specific range of activities.
Pedagogically, this makes for better guidance of the young people.
Economic factors also indicate the need for diversification, since it seems to ensure adequate employment.

Construction work area
The emphasis in this work area is on the restoration and renovation of buildings, the work largely consisting of brick-laying, roofing, insulation and plumbing. Such jobs as house extensions and the construction of garages have also been undertaken.
The work done in this area is not geared solely to making the largest possible profit: an attempt is also made to include social factors in the work, meaning, for example, the renovation of the dwellings of the socially and financially underprivileged.
The work increases not only know-how but also manual skills. This interplay can be regarded as the basis of a stable and positive self-assessment for the target group.
The emphasis is not on formal training certificates but on learning and using skills in both the work and the personal sphere, i.e. social skills, cooperation, team work, etc.
A requirement in this respect is a contract of employment, which these young people often see as their first formal recognition by society.

The organization of work
An integral part of the pedagogical concept is the organization of work. The breakdown into working groups can be regarded as a special feature. A working group is not just a group of individuals that is more or less organized and devotes itself to a given defined task: it is also seen as a productive unit grouped around an economic activity forming a collec-

tive project. Solidarity, cooperation and recognition of skills, with the individual showing respect for the group and vice versa, are essential requirements for the work. Only then can it be productive, profitable and effective.
In all the work areas the working groups consist of three people: a 'trainer', who takes responsibility because of his professional qualifications, a 'worker', who has been working in the project and the group for about a year and is familiar with the most important aspects of the various occupations involved, and a 'trainee', who, as the newcomer to the group, is at the lowest level of competence.
This breakdown does not obey some rigid hierarchical system but reflects the varying levels of competence and responsibility. Change of status within the group means that the classification is flexible.
The limited division of labour and the fact that the 'trainer' works with each individual and the group as a whole enable the 'trainee' to learn within a short space of time skills which are needed both for the performance of the work and for the work flow.
Step by step, the 'trainee' is initiated into the technical and economic processes of the workshop. If he shares financial responsibility for the workshop, the 'worker' is also responsible for administration and for ensuring that the work continues. This is an important stage in his development, because he has reached the last phase of his training at Science-Service-Travail.
Practical and theoretical learning in the workshop is complemented by courses, in which work-related questions are clarified and such general subjects as language and arithmetic are taught.

Organizational framework
Staff
At present, there are 10 staff members involved in training and administration. Most are highly qualified in both the cultural and the technical and economic sphere. The principle of equal rights governs both decision-making and pay.

Decision-making and internal structure
The internal structure of the project can be described as having evolved naturally, i.e. the formal organizational framework has been kept relatively small. Owing to the expansion to the project, individual trainers have had to specialize in set areas of activity.

The cycle and moped work area
This working group has been in existence since 1981 and is mainly concerned with the repair and maintenance of cycles and mopeds and the sale of spare parts. Particular emphasis is placed on the sale of second-hand spare parts and the buying and selling of used cycles and mopeds.

The transport, house clearance and shop work area
This working group undertakes a wide variety of activities, generally comprising regional transport operations and removals and the purchase of ar-

ticles in house clearance sales, which are then repaired in the workshops and sold at two shops.
Minor repairs of used household goods are shared among the members of the group, each according to his ability. The goods are then offered for sale in the group's own shop. The carpentry shop also makes articles to order.

Clothing and textile work area
In 1981 the project set up its first external working unit. This group repairs and cleans articles of clothing and textiles, which are then offered for sale in the group's own shop. Second-hand clothing is in demand from a large section of the population that has to get by on relatively low incomes.

The canteen work area
The last work area is the canteen. Its task is to provide for the staff and 'trainees' during the day. Two 'trainees' work in the canteen more or less independently, buying supplies and preparing meals. A fixed sum is paid for each meal.
Science-Service-Travail intends to press ahead with the expansion of external production units so that it can continue to employ young people and ensure their and its own financial independence.
A first practical step in this direction has been the incorporation of the 'Locat-Tentes' cooperative, which rents out, erects and takes down marquees of various sizes.

Pedagogical concept
Importance attached to training
Combination of training and employment
The aim of the project is to train and employ marginal groups in society, including marginalized young people. They undergo basic training for a fixed period (between six months and two years), are initiated into normal work processes and are paid as employees.
This is designed to enable the trainee to learn techniques, gain experience and find out what he is capable of in practice. He is put in a position to recognize his own potential and limitations and to classify and perform the various activities and manipulations involved in the work process.
He learns from experience, recognizes associations and seeks explantations. He begins his training in the cycle/moped shop, for example, by generally familiarizing himself with the subject matter as he dismantles old cycles and mopeds. He thus learns about the various parts, their functions and how they interact. Theoretical training is used to explain the rules underlying the knowledge he has acquired in his practical activities. Training should also mean that the individual learns to recognize and organize his work as a whole.
Although each individual is responsible for the tasks allotted to him, he is also responsible to the group as a whole. Those in charge of the various work areas are required to put forward proposals as a basis for decision-making.
Responsibility for the project rests with the professional employees. The

trainees participate in the decision-making through the 'plenum'. Their right to a say forms part of the pedagogical work. This opinion-forming process is designed to fill gaps in their knowledge and remove barriers. The young people also participate in the organization of the work. Innovations affecting the work process have to be agreed within the work area. The general concept of the project must, however, be respected.

Links with the outside world
Because of the services it offers, the project enjoys a good reputation with the public and especially the financially weaker sections of the community, which account for a large proportion of its customers.
It is in close contact with the welfare and employment authorities and thus generally with institutions concerned with the 'marginalization' problem. It also has contacts with other projects in the region, and the first working links are about to be forged.

Financing
General financial independence from government subsidies also means general independence from changes in the political scene. Although Science-Service-Travail remains largely unaffected by such changes, a project often stands or falls with changing political premises.
Science-Service-Travail is therefore intent on becoming as financially independent as possible. To this end, it must diversify its activities and, as far as possible, every work area must be profitable.
The internal arrangement whereby each work area is financially independent can be regarded as appropriate in this respect.
The project is subsidized by the state. The employment and welfare authoritities pay part of the wages of the 'trainees' in the form of an integration subsidy. The project has also received assistance from the European Social Fund.
It should be noted that the project always pays the minimum wage and welfare contributions even if a 'trainee' is not yet fully productive.

FEDERAL REPUBLIC OF GERMANY
Ruhrwerkstatt Oberhausen: Working and learning in an urban district
Background
Ruhrwerkstatt Oberhausen was established in 1977 by a citizens' action group, which began with a concept of cultural and social work related to a district of Oberhausen. Volunteers converted premises in a former fish factory into a meeting place for groups of children and young people.
Events were organized to integrate the adults of the district into the work. In 1979 it became possible to employ full-time pedagogues and instructors, who continued converting the factory with unemployed people, installing a number of workshops and a youth centre.
The growth of youth unemployment in the early 1980s led to the emergence of two focal areas of activity in Ruhrwerkstatt: cultural and social work related to the urban district (children's groups / adventure playgrounds /

youth centre / women's groups / activities for old people, etc.) and vocational preparation and training for unemployed young people in the workshops.
The aim is, however, that the two areas should be as closely linked in content as possible and combined in various projects. How this is achieved in practice will become clear from the description of the project activities.

Young people/target groups
As an urban district project Ruhrwerkstatt works with all age groups and strata of society represented in the district.
The workshops are, however, primarily intended for the unemployed young people of the district, an old mineworkers' quarter of Oberhausen. Most of the young people consequently come from working-class families.
Their family situation is often very difficult und full of conflict. Large families, cramped accomodation and unemployed parents are not uncommon.
These young people typically lack goals and prospects. Thex are often passed on to Ruhrwerkstatt by social workers, advisory agencies or the welfare section of the juvenile court.

Project sectors and activities
Apart from the various leisure and cultural activities already mentioned (part of the factory is being converted into a sports hall with adjoining café), work centres on the various workshops:
(a) photographic/video workshop,
(b) pottery workshop,
(c) building workshop,
(d) metal-working workshop,
(e) carpentry workshop,
(f) painting workshop.
A feature of the Ruhrwerkstatt concept is the use of these workshops both for urban district and cultural activities (e.g. evening courses for adults) and for target-group work with unemployed young people.
The following description is largely confined to the second aspect.
Unemployed young people currently have four options in Ruhrwerkstatt:
1. **Courses to enable them to obtain their secondary school certificates;**
2. **Courses in preparation for training and employment**
3. **Vocational training,**
4. **Working and learning.**

Pedagogical concept
Ruhrwerkstatt's pedagogial concept is based on the view that, in addition to vocational training or preparation, social learning processes aimed at providing a general education and, above all, at personality stabilization are extremely important for the target group, marginalized young people.
The concept of 'dual training' is designed not only to give them a vocational training but also to help them with their personal and social development.
If this general concept is to be successfully applied to at least some of the young people, the link with the urban district is crucial. An accurate knowledge, analysis and experience of the practical living and socialization conditions facing young people in the district is essential to the pur-

poseful and realistic determination of the employment and life prospects of unemployed young people.
The various workshops are used not only to teach technical knowledge in the traditional way and to enable the young people to practise skills but also to try out new learning methods and project-oriented training.
In other words, occupational skills are as far as possible taught through the production of useful and marketable articles and especially through the implementation of practical work projects in and for the district (e. g. renovation work).
The Ruhrwerkstatt concept also attaches considerable importance to the planned implementation of a work and training project. Young people who have already received preliminary personal and vocational training in the various Ruhrwerkstatt schemes undertake — through Ruhrwerkstatt's mediation — worthwhile activities and work projects in the district at collectively agreed rates of pay.
It is hoped that this will create new jobs for young people with major social and personal problems which prevent them for the time being from attending a three-year vocational training course. Young people are currently renovating a house in the city and a restaurant opposite Ruhrwerkstatt's premises, which it intends to run itself. The whole work project is planned as a pilot project to see how young people can be effectively trained in several stages of practical work.

Transition/occupational careers
Thanks to good relations with trade unions and with firms in the region, the Ruhrwerkstatt staff have succeeded in finding in-company training places or jobs for many young people after they have completed their courses.
Where this has not been possible, the interlinked system of projects has usually enabled a place to be found in another scheme suitable for the young person concerned.
Most of the young people who have taken part in Ruhrwerkstatt's schemes have thus been found a place in the labour market, though not always in skilled jobs.
The transition is, however, becoming increasingly difficult. It is now almost impossible to find in-company training places for Ruhrwerkstatt's marginalized young people, and jobs are similarly very scarce.
In these circumstances, the importance of the planned work project (renovation/restaurant) is obvious. Ruhrwerkstatt tries to obtain public funds for work in the urban district which is socially useful but unlikely to be profitable and is not therefore undertaken by the private sector.
It is hoped that the acceptance of such contract work from the local authorities will enable Ruhrwerkstatt to give young people the prospect of skilled employment. One of the long-term objectives in this connection is to find jobs for young people in the public service.

Organizational structure of the project
Ruhrwerkstatt is a registered non-profit association with 345 members, most of whom come from the urban district.
All Ruhrwerkstatt's various projects — in both the cultural and leisure sphere and the workshop sector — are represented on the association's board.
The internal management of the workshop sector itself is largely independent. Each workshop has its own management body, consisting of a trainer, a pedagogue and an elected representative of the young people. All internal decisions on a workshop's activities are taken by this body. The representative of the young people has a right of veto and cannot therefore be outvoted. Disputes which cannot be resolved in the management body are settled by the general board, on which the young people are similarly represented.
The young people have no say in the use of funds, since they largely consist of public resources earmarked for specific purposes.
Ruhrwerkstatt has a full-time staff of 26, 10 of whom work as trainers in the workshops, together with four social pedagogues or teachers. A further eight pedagogues work on the leisure and cultural side. A manager is responsible for the administration of the overall project.
Personal commitment to the urban district or Ruhrwerkstatt led most of the staff to work for the project.

Financing

Ruhrwerkstatt has an annual budget of DM 2.4 million, which is obtained from the following sources:
26.4% from the Land;
20.0% from the Federal Government;
33.0% from the employment authorities;
12.5% from the City of Oberhausen/ Savings Bank;
5.0% from its own funds (donations, membership fees).
It is thus clear that Ruhrwerkstatt is financed almost entirely from public funds. There is hardly any alternative, however, for a project of this size, working only with marginalized young people and devoting so much time and effort to training.

Summary

A comparison of Ruhrwerkstatt's concept and activities with current measures to combat youth unemployment in the Federal Republic of Germany reveals the following innovate aspects:
1. The vocational training projects evolved as a reaction to the specific problems and living conditions of unemployed young people in their urban district. Integrated into broadly based cultural and social work with young and older people, the vocational training of unemployed young people is geared not to an uncertain future, when they may not be able to use the skills they learn, but to putting these skills to practical use to satisfy needs in the urban district: The children's playground built by the metal-working group and the premises for old-age pensioners restored by the trainee carpenters thus contribute to the immediate satisfaction and combination of learning, work and leisure needs in the urban district.
2. Although Ruhrwerkstatt's vocational training projects are specifically designed to give marginalized young people a future to look forward to, a ghetto consisting of a 'problem group' of young people is not emerging: learning and working in Ruhrwerkstatt thrives on exchanges between young and older people, professional and non- professional people in the quarter, for whom Ruhrwerkstatt acts as a joint centre for action.
3. Vocational training in Ruhrwerkstatt is thus directly linked to the social development of the young people and geared to practical life and

employment prospects.
4. The graduated structure of Ruhrwerkstatt's various training projects enables a wide range of marginalized young people to be integrated. The actual work and training start with the young person as he is, thus minimizing prior selection from within the large group of unemployed young people.
5. Of special interest is the work project (renovation of housing/restaurant) currently being developed for young people who, for personal and social reasons, are not yet able or willing to take a course of formal vocational training:
By enabling them to earn a living and gain their first experience of work, Ruhrwerkstatt is devising a new method of teaching them occupational skills by a modular system of part-qualifications that culminates with a full-fledged vocational training certificate.
6. From an education policy angle, the local links between the Ruhrwerkstatt self-help project and other schemes and bodies in the Oberhausen region are a model to be emulated: this training project geared to the needs of its urban district sees itself as one of the necessary elements in a range of activities for unemployed young people in the city. Cooperation with urban and local bodies, firms, schools, etc. appears to be an appropriate way for new training and employment projects to integrate their activities into a broad, overall strategy to combat youth unemployment rather than withdrawing into a corner.

DENMARK

Production schools: Making practical activities comprehensible

Background
Production schools follow the tradition of Danish reform pedagogics of the 1960s and 1970s, of numerous free schools (the best known being Tvind) and production collectives. They have always sought to provide a new form of education for socially disadvantaged young people.
The first school (Hobro) was established in 1978. By 1982 there were already 17, and now (1985) there are 48 schools throughout Denmark, catering for some 1 500 trainee-employees.

Organizational structure/financing
Most of the schools are *private associations*, which usually try to have local political and industrial decision-makers as well as school staff among their members.
The production schools obtain 40% of their funds from the local authorities (often LOV 488) and 40% from the Education Ministry in Copenhagen. Many of the production schools, however, are partly self-supporting.
The schools differ considerably in size. The number of 'trainee-employees' varies between 12 and 120, although most schools have room for about 20.
The production schools make a conscious effort to integrate into local or regional economic structures (see below).

The young people at the production schools

In line with their objective, the production schools are attended mostly by marginalized young people, school drop-outs, young people from difficult social backgrounds, unemployed young people, etc. They are aged between 16 and 25, the 17 to 20 age group being disproportionately large.

The young people approach the production schools along different channels, some through local careers guidance officers, social workers, social advisers and staff of the schools themselves.

A decision on the admission of a given young person is normally taken by the school's plenary assembly after exhaustive discussion with the pedagogues and individual trainee-employees.

There are no formal admission or selection criteria (such as marks, certificates or previous careers), the determining factor being the young person's motivation and interest.

Young people attend the production schools for varying periods, usually between one and two years. During this time they receive a kind of pocket-money of about DKR 2 400 a month in recognition of their work. Some of the production schools provide free accommodation in youth communes.

Internal structures

Although all the schools have a principal, decisions are taken collectively by the employees, especially in the small and medium-sized schools. As a rule, consensus is the guiding principle for all matters relating to the school. The trainee-employees also learn about practical democracy and co-responsibility among themselves. At regular plenary meetings in the schools decisions are taken on major everyday problems and questions concerning further development in their sphere of work and learning. Democratic attitudes and responsibility are not taught theoretically as in normal schools but put into practice and learnt.

Production and the range of products

The 42 production schools now cover an extremely wide range of production and products: on the one hand, such traditional areas as metalworking, woodwork, building, printing, ceramics and glass and textiles; on the other, numerous innovative and new products in the primary, secondary and tertiary sectors: ecological agriculture and forestry, old and new crafts, solar energy, the development of products for the disabled, appropriate technology for the Third World, etc.

Two production schools will be taken as examples to demonstrate the importance of this factor for the integration of marginalized young people into employment.

The Brusgad and Hobro production schools

'Brusgad Ved Randers'

The Brusgad production school is the largest in Denmark, having some 120 trainee-employees and 30 permanent teacher-employees.

The school ist located in the municipality of Randers on a large estate

with about 150 ha of agricultural land. Livestock and arable farming are consequently a major area of activity. The school's range of products is, however, wide. For the development of new, innovative products, the school employs a *product developer* (an engineer), who develops new production lines and makes prototypes with advanced young people and the various master craftsmen. Two examples of production at Brusgad:

(i) *Gardening and greenhouse project*
The emphasis in this project is on the development and testing of technological innovations designed to improve the productivity of greenhouses and of ideas for humanizing work in market gardens.

(ii) *Metal-working*
A wide range of products in the areas of, for example, cold- storage technology, Third World technology, sport and leisure activities have been developed in the Brusgad workshops.

The Hobro production school
The first to be established in 1978, the Hobro production school has paved the way for other schools with numerous ideas and developments. With 36 trainee-employees, it is about average in size.
The school has a special workshop for repairing the machinery of local small and medium-sized firms, a weaving shop and a carpentry shop. It also runs a farm and makes solar collectors.
The farm has been very successful, for example, in developing new breeds of pigs and has tested more effective methods of housing pigs.
The school's solar collector factory also enjoys a very good reputation in the country, and although they are no longer alone in the market, Hobro solar collectors still have a considerable edge in quality and price.
Two products that have just completed the development stage are a bio energy system and a solar collector system that converts energy into low temperatures and is to be used in the Third World.

The school's pedagogical concept
The central element of the educational concept at the production schools is 'education through socially useful work', a holistic approach whereby young people find their identity through practical work processes.
Work and production, learning social, theoretical and practical skills through experience, forms the basis of the pedagogical work at the production schools.
The trainers base their activities not on what the trainee-employees cannot do but on what they can do, and the pedagogues seek to make the schools promotional rather than selective.
Mogens Jensen, a committed practitioner and also a member of the Education Ministry (SVUA) staff, describes his educational philosophy for the schools as follows:
'Our most important product is 'encouragement' and the prospect that young people have when they leave our schools.'
'The project of our work is not the manufacture of products in large numbers on the basis of a division of

labour and the making of profits but to enable our trainee-employees to develop their personalities in their own way. The aim is that the young people should prove something not to the teachers but to themselves in the daily routine of our production schools.'

This approach takes practical shape in work done by small groups on their own responsibility in a given area of production: in Hobro, in the carpentry shop, pig-breeding or the solar collector department, for example.

The fact that the pedagogical concept focuses on practical activities does not mean that theory and general subjects are not taught.

The aim is to link theory and practice as closely as possible. At Hobro Danish, for example, is taught in the context of the development of advertising literature on the solar cells the school produces, while arithmetic and bookkeeping are learnt through the calculation of sales prices.

The solar cell group also learns some of its social skills on the job: buyers are asked to inspect their cells at the production school. This and the installation of the cells in private houses enables the young people to learn a great deal about people, attitudes and what can be achieved in life.

Like most production schools, Brusgad and Hobro are integrated into local activities and the regional labour market. Periods of in-company training for the trainee-employees in local firms perform a dual function: on the one hand, they gain additional practical experience, and the danger of the school becoming a 'pedagogical island' is thus averted; on the other, prejudices which firms have against these young people and the production schools' pedagogical concept are eliminated.

Production, training and young people's careers

To demonstrate the importance of production in the complex production school approach, an attempt will be made to classify the range of activities undertaken:

(a) *Regional service centres for firms*

Brusgad and other schools try to cooperate very closely with local craft firms. They offer to take on a range of technical work (e.g. special welding work, production of individual spare parts, design calculation, etc.) for smaller firms. This is cheaper for the firm, and it promotes the economy in a small way. The main aim, however, is to make the schools and young people more acceptable to the local community.

In-company training and jobs are the practical outcome of these activities.

(b) *Production by the schools*

Whether or not a school produces articles itself primarily depends on whether they will benefit the young people in vocational and socio-pedagogical terms.

A distinction is made between two basic types of work in Brusgad: projects in which a wide range of occupational and social skills can be learnt and projects in which products are manufactured in fairly large numbers and which seek to simulate actual production conditions in industry

(calling for such attributes as perseverance, speed and constant accuracy).

(c) *Technological development centres*
Smaller production schools often find that the development of products is very time-consuming and disturbs pedagogical work with the young people. They are unable to develop a wide range of worthwhile products. The employees of various schools are therefore currently discussing the concept of regional product development centres, at which engineers, master craftsmen and former trainees at the schools would develop products, build prototypes and 'sell' ideas to individual schools.
The largest production school, Brusgad, already has a product development department.

(d) *Development of school production centres*
Certain production schools are planning to develop their own production centres in the form of youth factories. Some schools, Brusgad for example, have already taken action to this end, although it is a very difficult step, especially where the formal aspects are concerned.
Production along these lines is permitted only if it does not make other jobs in the region redundant. The local decision-making authorities ensure that the interests of traditional firms are not affected (Denmark has 34 employment committees for this purpose).

FRANCE

ATFJ — Atelier pour le travail et la formation des jeunes: An enterprise for young people

The enterprise was officially established in 1981. The original idea, however, dates back to the 1970s. Chambéry's 'Mission d'Education Permanente' proposed that small firms should be set up to create new employment opportunities for marginalized young people. A group of young people were trained specifically to work in a cooperative. A lack of motivation to continue this project on their own responsibility after their training resulted in the failure of this concept. The reasons are explained in the conclusions drawn by those involved at the time.

This experience led them to realize that 'work and earning money' more accurately describes the goals of marginalized young people than 'training and learning'. Longer-term training objectives seem to be of minor importance. Self-respect is sought in work itself and in the financial rewards it brings. To achieve this objective, these young people appear to prefer working 'for someone else' to working 'on their own responsibility'.

This prompted the then project staff to set up the ATFJ, which combines work and training and, by creating 'real work situations', enables young people to learn skills, gain experience and achieve personal and financial independence.

Description and objectives of the 'entreprise intermédiaire'

The main feature of the 'entreprise intermédiaire' is social integration and reintegration through work. The aim is to prepare the young or adult employee for formal training or a job which will give him an accepted place in society. Unlike a conventional enterprise, it acts as a transit station used for a limited period. The object of the 'entreprise intermédiaire' is not profit maximation but to act as a 'socialization centre' and so contribute to personality formation.

This personality formation is accompanied by a process which is also reflected in the trainee-employee's status as a wage-earner and gives him recognition as a producer and participant in society.

The ATFJ pursues three basic objectives:

(i) work;
(ii) integration;
(iii) training.

To this end, it is prepared to establish new productive units, or new enterprises, that can be affiliated to the 'entreprise intermédiaire'.

At present, some 27 young people are working in the ATFJ. The figure fluctuates because young people in serious crisis situations are also allowed to work in the enterprise for some time (17% of young people have worked there for less than two months).

Work areas and workshops

The ATFJ's activities are currently split into five main areas:

Metal-working
The ATFJ has a fully equipped workshop capable of taking on a wide variety of orders, from the production of single items to the manufacture of small batches.
The articles developed and produced last year, for example, included thief-proof post-boxes for poor residential districts and a series of fire-extinguisher boxes for regional ski stations.
The need for high-quality workmanship made it necessary for two professionals to be employed in the workshop last year.

Gardening
A trainer works with four or five young people tending and laying out gardens and parks.
The work involves the planting of lawns and plants in public parks and residential areas, landscaping gardens for private customers, clearing up and looking after gardens and parks, i.e. pruning trees, cutting hedges and shrubs, and mowing lawns.
The customers are local bodies, public institutions and private individuals.

Building
Young people and professionals have worked together on the renovation of houses, small construction jobs and internal extensions and renovations.

Filling station and garage
A trainer is at present training four young people in all the different services provided by filling stations and garages/workshops.
Maintenance and repair work on vehicles can be carried out in the workshop.
Apart from technical know-how, particular emphasis is placed on social and community experience. The building is adjoined by a house in which the young people in this group are accommodated.

Services
This work area is designed less to provide a high level of training than to enable the young people concerned to gain their first experience of work and training (for the motivation phase see the section on the pedagogical concept) and to help improve the enterprise's financial position by taking on long-term orders.
Young people work no more than two months in this area. The working week consists of only 25 hours, compared to the normal 36.
Depending on orders received, the work comprises putting out refuse containers in residential areas ready for collection, delivering mail shots, etc.

Pedagogical concept
The trainers often find that, although young people have skills, they are unable to use them in practical situations.
The 'pedagogics of success' concept is designed to enable young people to learn how to use any skills they have. They should know where, when and how to use them and what they want to achieve with them. From detailed reports listing all the skills required, the individual can see how he is developing, what progress he is making

and what new skills he is learning. Practical experience is not left unprocessed but brought to light jointly with the trainers and pedagogical staff.

The process of learning is integrated into the work situation in such a way that, by carrying out the work, the young person gets to know the stages that lead him to the completion of the task he has been set. He becomes familiar with tools and equipment which, along with the abilities and skills he has learnt, make it possible for him to undertake productive activities. He can call himself a 'producer' and finds recognition in this. He realizes that he is doing real work and, through this, defines his value to the workshop and the social environment. His labour is used and is needed to make the products which are subsequently sold.

For what is known as the motivation and stabilization phase the young men spend the first two months (24-hour week) working in the service group. The work they do depends on orders received.

The young women begin in a sector of the newly established textile workshop, where the inside shoes for ski boots are made in very rigid and repetitive work stages.

At the beginning punctuality and regularity are the most serious problems. Reductions in working hours can be used as a pedagogical tool.

At this stage the aim is to stabilize the young person's motivation base sufficiently for him to accept the basic requirements of the work and training process at ATFJ. This is intended to ensure the required continuity of work in the workshop.

If a young person does not do what is expected of him — many stay away from work from time to time — his wages are reduced. In exceptional cases, i.e. where the survival of the workshop is threatened by his behaviour, orders cannot be completed, etc., he must either agree to work or leave the enterprise. In the latter case, the cycle of advice from the 'mission locale' would begin again.

The metal-working shop often produces small batches of articles, enabling the young person to learn by making the same part several times: he learns to work more rationally. While he may initially take several hours, he eventually does the job better and more quickly. Furthermore, he can constantly check his own skills. Once one order is completed, another takes its place, and different skills have to be learnt and put to the test.

Through their involvement in the running of the workshop and in deliberations on costing and profitability, the young people realize that what they are working in its not a pedagogical vacuum but an enterprise which functions only if they make their contribution.

Careers/transitions
Initial contact with the ATFJ is usually made through the 'mission locale'. As a rule, the young people arrive without being able to say what ambitions they have as regards employment, and the initial situation is therefore characterized by the search for areas of interest.
Depending on their previous education — some of the young people have had vocational training — they may work in the ATFJ's various workshops for six to 18 months, learning skills and gaining personal experience. Certificates of employment on the completion of their time with the ATFJ make it easier for them to find jobs.
Before his contract of employment expires, the 'mission locale' and the young person try to work out a possible goal for him.
The numbers of young people who have worked at the ATFJ for more than two months seem very promising. Of a total of 12 young people in three work areas (metal-working, gardening, building), eight have found 'satisfactory' solutions.
The ATFJ's post-training efforts focus on establishing new productive units, encouraging young people to go into business on their own and counselling them during the development phase. They can then become completely independent or continue to cooperate with the ATFJ in the training of other young people. The initial efforts made in this area have met with widespread interest among young people.
A microelectronics department has already been set up.

Organizational framework
Staff
The ATFJ's staff and trainers are mostly former unemployed professionals with many years of practical experience. They became aware of the ATFJ through advertisements or the employment office.
Two criteria governed the selection of the trainers:
(i) They were to be highly competent in their respective occupations. For an enterprise like the ATFJ it is important that its trainers should be regarded as competent by both their peers and young people on a building site.
(ii) They were to have had experience of training young people and feel at home in this situation.

Decision-making and internal structure
The work areas and work shops largely manage their own affairs. The professionals responsible enjoy a large measure of independence in their economic and financial decisions. They cooperate with the administration and the other workshops.
The young people have a right to a say but may not participate in decision-making. Most of them spend too short a time in the enterprise.
The right to a say is also guaranteed in the workshops. Active exchanges of opinion take place with the trainers on both technical questions and any personal problems that arise.

Links with the outside world

The ATFJ's basic principle is that it should seek a wide range of partners so that it may have the broadest possible support. Contacts with politicians, industry, associations and trade unions ensure links with the region.

The enterprise endeavours to be involved in local developments by cooperating closely with the local advisory services (missions locales). It tries to seize on local needs and disparities, to be socially worthwhile, but also economically viable. Every effort is made to avoid distortions of competition or activities that might drive local firms out of business as a result of the special status enjoyed by the 'entreprise intermédiaire'.

By cooperating closely with an 'institute of education', the local commercial school, the ATFJ is able both to obtain advice on business matters and to ease its administrative workload. In return, the commercial school students are able to see business practice at first hand.

Close contact with the 'mission locale' ensures access to and the counselling of young people after they have left the ATFJ.

Ureil (Union regionale des entreprises intermédiaires), the association of the 'entreprises intermédiaires' in the region, ensures cooperation among the enterprises. The aim is to assist the establishment of other enterprises jointly with the 'mission locale', to ensure financial cooperation and cooperation between staff and to press ahead with the development of the enterprises by making and maintaining contact with the widest possible range of collaborators, in industry, the administration and politics.

Financing

As the young people leave the enterprise once they have learnt to work productively, it is dependent on outside support, and the training it provides is therefore paid for by various institutions.

Since 1983 the ATFJ has been able to achieve a large measure of financial independence. Government subsidies provided by the Ministries of Employment, Justice and Solidarity have since accounted for some 20% of its total budget.

To enable the wide-ranging pedagogical work to continue, however, it would seem appropriate for subsidization to amount to about 40% of the budget.

IRELAND

Limerick Youth Service: Vocational preparation in earnest

Background

The project dates back to 1973. In the first few years its work was largely confined to the conventional areas of youth and social work: youth clubs, advising parents, special activities for the integration of the disabled, sports and cultural events.

In 1976 the project moved to a comparatively large building in the city centre, which it was able to buy with donations and grants. It is still located in this building today.

The move in 1976 was accompanied by a shift of emphasis in the project's activities. Although the above-mentioned youth and social work continued, the city centre premises were gradually converted into workshops and used for vocational preparation measures in various sectors.

However, socio-pedagogical aspects still play an essential part in these activities, largely because of the nature of the project's target group.

Young people/target group

As youth unemployment is rising, the Limerick Youth Service's vocational preparation activities — the aspect to which this description is confined — are concentrated on unemployed young people, who, being socially disadvantaged, currently have no prospects in the labour market. At present, about 100 young people are involved in the Limerick Youth Service's various sectors and projects, with a further 200 or so on the waiting list. All the young people come from Limerick's working-class districts, where unemployment is extremely high. An internal poll, for example, has shown that almost 95% of the fathers of the young people are out of work.

Many of the young people come from broken homes, and most live in inadequate, cramped accommodation. The general level of education is very low, most having, at best, a very poor school-leaving certificate. Many are drop-outs from the education system.

Project areas and activities

The Limerick Youth Service offers vocational preparation courses in several projects:

(a) Shoe repair shop

The young people learn basic skills in the repair of shoes and in dealing with customers and handling the money they receive.

The shoe repair shop offers a cheap repair service, which is open to everyone and has a large clientele.

(b) Fast food service

In this project advance orders of snacks and simple meals are prepared and delivered to offices and businesses in the city centre. Deliveries are made on foot or by specially equipped bicycle.

(c) Sewing and knitting project

This project also produces articles for private customers to order. The young people learn the required skills as they make the curtains, bedspreads and machine-knitted pullovers.

(d) Gardening

This project centres on the growing and sale of fresh vegetables and of bedding and pot plants. The young people are also familiarized with garden design.

(e) Hairdressing salon
The hairdressing salon is similarly open to the public and has a wide circle of customers. The participants in the project (all girls) learn basic skills in all aspects of the care of the hair.
(f) Coffee bar
The 'Glen Coffee Bar' is a small restaurant which principally provides cheap lunches for the employees of city centre offices and businesses and has a correspondingly large clientele.
(g) Patchwork project
In this project the participants learn how to make patchwork. The products are sold, and articles are also made to order.
The time spent in these projects varies. The practical training in projects (a) to (d), for example, lasts only three months, as against 18 months in the case of project (g). The occupational qualifications of the trainees, of course, vary accordingly: while some projects provide an almost complete vocational training ((e), (f), (g)), the others consist, at best, of vocational preparation.

Pedagogical concept
The project is designed to bring young people up to the level of occupational skills, general education and social attitudes that will be required of them if they are to play their proper role as adults in private and in employment.
The various areas of learning are combined within an *integrated* approach *(project method)*, the central reference point being the individual project, i.e. the establishment and running of a small, at least partly viable service or craft firm.
The occupational skills needed for this purpose are taught by experienced trainers through practical work. The principle of *'learning by doing'* dominates. In some projects vocational learning is supplemented by varying periods of *in-company training*. However, a holistic approach is adopted so that the young people may become familiar with every aspect of the project, i.e. they also learn, for example, to deal with customers and are involved in the financial side of the project (calculation of prices, use and management of takings, simple book-keeping). They not only provide services or make products: they also sell them to the customer. This naturally presupposes a certain level of *general education*, and appropriate instruction is therefore provided. The content of this instruction is very closely attuned to the work involved in a given project. In mathematics, for example, the young people learn how to calculate the quantity of material needed to make a curtain.
Social skills are acquired in daily dealings with customers and with others involved in the project. The participants in each project hold a weekly meeting to discuss organizational matters and internal problems. This occasion is also used to criticize the attitude to work and social behaviour of individual group members. Being a member of the team has both a motivating and a disciplining effect on the individual young person.
In the learning of social skills a major role is played by *group work*. All the young people meet each week (albeit

in two groups because of their total number) to discuss subjects of interest to them with the project staff.

Transition and employment prospects

The aim of the project is to ensure that the young people have three options when they come to making the transition to working life:
(a) transition to employment, albeit in semi-skilled jobs for the most part;
(b) transition to formal training, e.g. with AnCo;
(c) establishment of a cooperative/ self-employment.
Most of the young people who have so far completed the project course — about 70 in number — have ended up in semi-skilled jobs in the sector in which they worked in the project. A few have begun formal training in their respective sectors. Informal contact is maintained with many former participants through the various youth clubs. Placement in employment has been relatively successful largely because a full-time member of the project staff is fully occupied with the task of finding jobs for the young people. The project's relations with local firms are also generally good thanks to its links with the community through the association of project initiators.
However, rising unemployment is making the placement of young people more difficult, and the third option, self-employment is therefore attracting growing interest.

The project's organizational framework

The Limerick Youth service has a full-time staff of 17, four in administration, eleven instructors (trainers/ teachers/social pedagogues), one responsible for placement and one project coordinator (director).
Each project is run independently by a management board composed of the instructors involved in the project and representatives of the young people.
There is only one *basic rule* in this context: only the Limerick Youth Service's overall management board may dismiss young people.
Although there is a *formal hierarchy* in both the projects and the Service as a whole, the daily routine is governed by the *principle of teamwork*. Decisions are normally taken by consensus.

Financing

The Limerick Youth Service's projects are funded from various sources. Projects (a) to (e) are financed directly by the YEA (Youth Employment Agency), the Glen Coffee Bar by Shannon Development (a regional government economic development institution in which employers and employees are represented) and the European Social Fund, and the patchwork project by AnCo (the national training authority).
The funds for YEA projects and for all AnCo programmes for young people under 25 are derived from the Youth Employment Levy, an additional tax of 1% on all incomes.
The young people taken in by the Limerick Youth Service normally receive IRL 30 when under 18 and IRL 35 when older.
The *revenues* of the various projects are managed by them and as a rule

reinvested in the project (tools, equipment, etc.). Decisions in this respect are taken by the project's management board.
The Service's main source of income is the generous donations to the association, which are allocated by the management board.
To summarize, personnel and capital costs are met from public funds, while revenues cover the projects' recurrent operating costs.

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ITALY

Local authority initiative for the integration of young people in Bologna

Departing from the pattern followed in the previous project descriptions, we intend, in the case of Italy, to refer to three types of project forming part of the 'Progetto Giovanni' established by the local authority in the Emilia-Romagna region. This appears necessary since the Italian project scene differs from that of other European countries owing to cultural and historical factors.

Background to the projects in and around Bologna

For a better understanding of the projects that have been established in and around Bologna, it seems important to refer briefly to the 'evolution' of the training and employment projects in this area.

Three conclusions can be drawn from the structure of youth unemployment in Italy:

(a) Italy has the highest number of unemployed young people under the age of 25 in the European Community (April 1986: 1 406 200). Unemployed young people account for about 50% of total unemployment in Italy.

(b) The statistics indicate that the better educated a young person is, the longer it takes him to find his first job. On the other hand, once a job has been found, the better educated he is, the less likely he is to lose it.

(c) On average, unemployed young people are far better educated than the labour force as a whole.

In other words, young school-leavers with medium-level to higher certificates have difficulty gaining access to the labour market. Once they have found a job, however, the extensive system of protection against dismissal means that they are relatively unlikely to lose it again.

Young people with, at best, poor certificates of education have no difficulty — to take a superficial view — finding jobs, but they tend to be limited to precarious forms of employment.

The employment situation in Bologna and the local strategy for the revitalization of the local employment structure have been discussed elsewhere (see pp. 67 ff.). The following briefly describes a number of selected types of project to be found in the region which have been established with the assistance of the local authority.

Vocational preparation projects for marginalized young people geared to the needs of urban districts

One of these projects can be described by listing its main features:

- The project began some four or five years ago in an urban district of Bologna where many of the young people are both untrained and unemployed. The aim of the project is to teach them practical craft skills so that they may subsequently find employment.
- The courses, which are attended by about 20 to 30 young people, are run by volunteer craftsmen from the urban district. The subjects taught chiefly relate to the installation of electrical and heating equipment. The courses are held on two evenings of the week. During the day the young people take casual jobs, where they

can, to earn a living or live with their parents.
On the training premises, which are provided by the city, a 'practice dwelling' has been installed, so that the young people can carry out the various kinds of work involved (e.g. laying cables). A teacher also provides theoretical instruction.

- The integration of the young people into the labour market is satisfactory according to the trainers, who put the success rate at about 50%.
- The cost of this vocational preparation is partly borne by the local authority, i.e. it provides non-monetary resources and the premises.

Training and employment projects for more highly qualified young people
In 1979 the 'Bottegha di Transizione' (see pp. 67 ff.) introduced three courses in which young people can train to become:
(i) goldsmiths;
(ii) watchmakers;
(iii) violin-makers.

- The aim is first to train young people and then gradually prepare them for self-employment and the establishment of their own craft enterprises. The young people usually have medium- to higher-level educational qualifications.
- The training takes in all about three years, with commercial as well as specific occupational skills being taught from the outset. These training courses are funded by the local authority.
- The second phase, known as 'setting-up', can be described as a period of combined training and employment. For about two years the young people undergo on-the- job training, the time spent in actual training being progressively reduced and the responsibility assumed by the young people increased accordingly, with more advice available on the establishment of a business of their own. Throughout the training the emphasis is on preparing the young people for the demands they will later face as self-employed craftsmen.
During the setting-up phase the young people are expected to begin building up their own circles of customers, so that on the completion of their training they will have, individually or jointly, both appropriate know-how and enough business to ensure survival. The local authority helps them during this period by exempting them from tax, for example.
- The setting-up phases have not been completed in any of the three sectors, and no more than provisional assessments are therefore possible. For the moment it can be said that the future goldsmiths have the best prospects. The violin-makers have far higher obstacles to surmount, since demand in the region is relatively limited and sales activities need to be extended to other regions.
During this phase of their training the young people do not receive any financial assistance from the state and are largely dependent on their parents.
- On the completion of their training the young people are awarded a special certificate, which Italian experts say is 'semi-recognized'. These courses have been well received, however, and are to be extended to other occupations in the future.

Employment projects

Employment projects in Bologna have been particularly attracted to the agricultural sector and often take the form of cooperatives. The following briefly describes the Avola cooperative (Cooperativa Agro Forestale):

- The cooperative was established in 1978 with the aim of providing employment for the founder members, mostly young people with medium- and higher-level certificates of education.
- Land was made available to the cooperative under Law No 285 of 1977, one of the most important measures adopted by the Italian Government to combat youth unemployment, its declared aim being to create additional employment opportunities through three types of scheme:

(i) subsidization of employers' labour costs,
(ii) creation of jobs in the public service,
(iii) assistance for self-help activities.

The last of these categories is designed, among other things, to encourage and assist young people's agricultural cooperatives.

- As the cooperative's initial attempts to gain a foothold in agriculture proved very difficult, the emphasis was shifted to landscape gardening. It was realized that there was a gap in the Bologna market in this sector and that public and private demand was considerable.

The local authority agreed to organize appropriate training courses for the members of the cooperative. The training lasted about a year and took the form of evening courses.

- Today the cooperative has 25 working members, and its order book is reasonably full, the private sector accounting for about 60% of its business, the public sector for 40%.

NETHERLANDS

Provinciale Stichting Werkgelegenheidsprojekten Groningen: From cycle shop to young people's factory

Objectives

The Stichting Werkgelegenheidsprojekten (SWP) was established in Groningen in 1980. Being a coastal region, Groningen has been hit by a number of structural crises: the recession in, for example, the shipbuilding industry, the textile trade and agriculture has resulted in an extremely high rate of unemployment in the region, particularly among young people. SWP's goal is to develop and implement employment projects for young people with poor prospects in the labour market.

Target groups

SWP's activities are essentially geared to young people whose prospects are poor and who come from a difficult social background, have had limited educational opportunities, have no experience of work or have been out of work for a long time. SWP's young people and eventual employees are often at the bottom of the employment office list, finding a normal job for them is difficult or even impossible, and many can already look back on a long period of unemployment.

The young people are often approached by social pedagogues where they live and (are forced to) spend their free time: in the street, at youth clubs, in cafés, pubs and so on. The young person's personal interest, an emotive/practical description of the project and workplace and the involvement of parents/friends are important requirements for a good start, both for the professional project leaders and the young employees.

SWP's pedagogical and working methods

The basis and reference point for all vocational and socio-pedagogical activities in the projects is practical work and what it means to the young employees. Employment with appropiate remuneration is seen by SWP as the best way of persuading them to participate in the necessary training and education processes without fear or anxiety. The aim of the technical and sociopedagogical counselling is to motivate the young person himself to tackle the problems which are at least indirectly the consequence of a long period of unemployment and need to be overcome if a 'new start' is to be made. Rigidly institutionalized and formalized learning processes are avoided at SWP as far as possible, and the sociopedagogical activities are also largely integrated into the work process and its environment. Commenting on this aspect, the staff say: 'Experience has taught us that sociopedagogical counselling works well when it is not forced on the young people.'

In the technical training the attempt is made to introduce as wide a range of experience as possible into work processes. Depending on the project, the emphasis is placed on psychosocial stabilization, occupational guidance, specific technical training or integration into a permanent job (see the descriptions of the various

projects). The aim is always to make working conditions as realistic as possible in terms of workmanship, the time allowed for the completion of orders, the pay the young people receive and their right to a say in the running of the projects.
In view of the nature of the target group some time must, of course, be allowed for the pedagogical approach to work outlined above to take effect. Although the situation varies from one project to another, the attempt is always made to form small, manageable working groups. For some projects young people who have already had some training are deliberately put together with beginners, the emphasis then being on learning from and with one another. This makes it possible, for example, for still very unskilled young people with difficult social attitudes to join with already experienced employees in carrying out interesting and responsible work.

SWP's work projects
The cycle repair shop
Among the most extreme consequences of youth unemployment in Groningen are crime, drug addiction, prostitution and also pronounced passivity and feelings of inferiority among young people.
The cycle project consciously tackles these problems by trying to get through to young people who have sunk extremely low on the social ladder as a result of long periods of unemployment and the resulting social problems mentioned above and have no prospect at all of finding a normal job.
In 1982 SWP therefore introduced the 'cycle repair' employment project, in which five young women and five young men from the group described above can work under contracts of employment for a year.
In view of the often difficult personal situation of the young people concerned and as they have no idea what occupation they wish to take up, the emphasis in this project is on developing a more stable personality structure through work and a regular work rhythm.
Old cycles which have been obtained from private customers, recovered by the police after being stolen but left unclaimed by their owners, or bought in house clearance sales are repaired in the workshop and resold to the cycle trade.
Close cooperation with the trade (e.g. the purchase of spare parts) ensures that the project does not compete with existing businesses.
The daily routine in the workshop is so designed that the young people can slowly become accustomed to work with all its demands and problems: each young person works on 'his' cycle, a cycle mechanic and a social pedagogue deal with each young person's technical and social difficulties on a very individual basis, and a cautious attempt is made to form small groups through cooperative work on one cycle. The young people are under no pressure to complete a job by a given time. The work of the two professional employees centres on praise and recognition as a pedagogical method. They stress, however, that they do not work as a therapeutic team, nor is that what

they want.
Over the 12-month period the attempt is slowly made to approximate the situation in the workshop to that of a commercial cycle firm.
Experience in the cycle project also reveals that after a year most of the young people show more interest and have a better idea where they are going: some leave the project with a definite interest in work or training and go on to normal employment, others retake examinations, yet others move to one of SWP's more demanding projects (see below).
Sales of cycles to the trade produces a small profit, which is spent on group activities or equipment for the workshop.

Aanpak Projekt Oost-Groningen
This SWP project is designed to be a level higher than the cycle project. Oost-Groningen is particularly affected by youth unemployment. In 1984 for example, about 1 000 young people between the ages of 19 and 23 were registered with the employment offices as seeking employment in the building, metal-working and electrical trades alone. About a third of these young people were school-leavers without any experience of work, the rest being drop-outs from training schemes and young people with vocational qualifications but no work.
What all these young people have in common is the desire for a technical job. Although they often have no ideas about specific jobs or requirements, they do have the motivation to work: 'We want to do something, not sit around aimlessly', one young man said, for example, during our visit.
This led to the development of a project approach combining three areas of activity:
(i) maintenance and repair work in the community, particularly for such socially weak groups as old people and invalids;
(ii) the grouping in communal workshops of skills appropriate to the technical work carried out by the project;
(iii) training appropriate to the target group ('the technical ABC') to fill gaps in the young people's knowledge and help them to take up formal vocational training later.
The project takes on 15 young people up to the age of 23 who have been out of work for some considerable time. They sign a two-year contract of

employment with SWP, are paid the collectively agreed rate and receive technical and sociopedagogical counselling.
The philosophy underlying this project is again based on practical work that is needed in the community but has not been done in the past: when adapting all public buildings to make them accessible to the disabled, for example, the young people become aware of both the technical and the social aspects of their activities.
The project is not only aimed at the material stabilization of the members of the group but also seeks to motivate them to continue their vocational training, to realize that for a skilled job it is worthwhile submitting to further laborious learning processes.
The trainers involved in the Aanpak project are therefore at constant pains to analyse practical experience gained during the work with individual young people and to draw conclusions with them regarding their future careers.
After two years of work in the project about half of the young people opt for training by the dual system, the other half for permanent employment.
The shortage of training places, particularly since 1982, has forced the SWP staff to take the initiative and create training places themselves.
Even as they began their work, the SWP staff realized that work motivation projects (cycle workshop) and work experience projects (Aanpak project) produce dividends only if new training projects backed by permanent jobs can also be established.
The two projects briefly described below, 'Work on the river bank' and 'Small monuments', must be seen in this context as practical attempts to create new training and employment prospects.

'Work on the river bank'
This project was established in response to the question: in what sectors in a coastal region might even young people with limited prospects still find employment in the future? A study revealed a considerable shortage of skilled workers for the maintenance of waterways (bank stabilization, siphons, dams, promenades, etc.). A number of activities in this field had developed into high-level technical/engineering occupations, the skilled workers were getting on in years, and yet there was still a need in this 'forgotten trade' for workers with a wide range of skills and a practical bent.
This analysis led SWP to join with the relevant agencies (training advisers, government, industry) in developing a vocational training course in water supply and distribution. Since 1982 20 unemployed young people have received two years of training in this occupation from five water authorities. There is already a need for skilled workers who have been trained in this specific field.

The 'Small monuments' project
A similarly innovative training project was launched by SWP in the building sector in 1983. Market analyses had revealed a serious need for the maintenance and repair of listed buildings. Such non-profit organizations as churches, foundations and associations in the Groningen area find it almost impossible to maintain the buildings they own. There was thus a considerable demand for work to conserve churches, monuments, public museums, old schools, etc.
SWP launched the project with 20 unemployed young people with a basic interest in a training in building and specifically in the methods and techniques used in the past.

The 'Dobberboot' young people's factory
From the above descriptions it is clear that SWP has developed projects in which the emphasis is on work in the non-profit sector. In view of the current trend in employment in the Groningen region, however, the SWP staff believe that unemployed young people should be able to gain training and work experience in the profit-making sector. The need for a young people's factory and industrial production has thus been recognized, and appropriate solutions have been sought.
The first step was to establish a project that would produce goods like a factory but would not threaten existing jobs. This is the essential requirement in the Netherlands if authorization and subsidies are to be obtained for new jobs.
The SWP staff found a very ingenious solution to this problem: they developed a combination of caravan and houseboat ('dobberboot'), which promises to be extremely useful for leisure activities. SPW has been issued a patent on the 'dobberboot', and a prototype built by an engineering firm has attracted considerable interest in the trade.
A market research agency has conducted a consumer survey to see how the 'dobberboot' might sell, and its findings are very favourable.
SWP, in close cooperation with the Province of Groningen and the municipality of Winsum, has consequently set up a young people's factory, in which young people with poor prospects who are unemployed or have dropped out of vocational training have begun the series production of the 'dobberboot'.
Manufacturing the 'dobberboot' requires a very wide range of skills in such areas as:
(i) working with plastics;
(ii) working with metal;
(iii) working with wood (joinery/carpentry);
(iv) electrical work;
(v) painting.
The satisfactory results achieved with mixed working groups in other projects (e.g. 'Small monuments') has led to cooperation between young people who have already had some vocational training (no more than a quarter of all workers) and complete beginners.
All the workers are employed in accordance with the appropriate collective agreements, working conditions and wages thus being the same as in a normal firm. However, as the young

people's factory wants to and must combine production, education and training, various other general conditions must apply. If a satisfactory education and learning process is to be set in motion among the young employees, conditions must not be alienating as they can be in a normal factory. The employees of Dobberboot Co. Ltd are therefore to own some of the shares and have voting rights at the shareholders' meeting. These shares will remain the property of the personnel and are not transferrable.

Their contracts of employment guarantee the young people the right to vocational training during and in addition to their work, and all of them have the opportunity to undergo specialized training.

The greatest problems this project faced were, of course, financing the prototype 'dobberboot' and raising the capital to set up the young people's factory and cover recurrent costs. In tough negotiations, however, SWP managed to secure a package of funds from various sources: the Province of Groningen and the municipality of Winsum (where the factory is located), regional economic development funds, national ministries and foundations.

The staff of the young people's factory describe its aims in the following terms:

(a) Young people with poor prospects can combine work and learning in the factory and so receive a good training for traditional and innovative, new jobs.

(b) The nature of the 'dobberboot' may stimulate the local caravan and boat-building industry. The agreements on cooperation in production and distribution already reached with existing firms in these sectors will have a not inconsiderable impact on the local economy.

(c) Experience gained with the 'dobberboot' and the young people's factory will indicate how new jobs and training places can be created for unemployed young people.

Although a number of interesting ideas for projects in the boat-building sector have already emerged, the emphasis is being placed on stabilizing the young people's factory at present (1984).

To conclude, it should be mentioned that SWP sees all its activities as interrelated and has consciously planned its projects so that they make increasing demands on the participants.

The programme begins with a work *motivation project* (cycle workshop) aimed at stabilizing the personalities of young people at particular risk in social terms and then proceeds to work *experience and guidance projects* (e.g. Aanpak Oost- Groningen), which focus on the (re)integration of young people into education and training processes.

At the third stage, work projects in which *practical specialized training* can be obtained ('Small monuments', 'Work on the river bank') provide an opportunity for formal training and employment for all young people, including these whose prospects are poor.

The next and, for the moment, final stage is the establishment of a *young people's factory*, in which new jobs

can be created and young people can be both employed and trained. This graduated structure is designed to enable even extremely marginalized young people (e.g. those in the cycle workshop) to go on to skilled employment (e.g. in the young people's factory). SWP therefore makes a conscious effort to create opportunities for individual young people to make the transition from one project to the next. The aim is not, of course, that *all* young people should progress from one project to the next. In the view of the SWP staff, this would not accord with normal practice and would place excessive emphasis on the planning of young people's future lives and employment.

III. Institutions, projects, contacts

BELGIUM

In line with the linguistic division of Belgium into French, Flemish and German-speaking regions, the in-school vocational training system is the responsibility of the respective Education Ministries. Vocational training provided by the employment authorities and other institutions is jointly controlled.

Training

Office National de l'Emploi
Direction Formation Professionelle
Boulevard de l'Empereur 7
1000 Bruxelles
Tel.: 02/5121683

Ministère de la Communauté Française
Direction générale de la Culture
Administration de la Jeunesse et de l'Education Permanente
Galerie Ravenstein 78
1000 Bruxelles
Tel.: 02/5139440

Institut Francophone de Formation Permanente des Classes Moyennes (intermediate-level apprenticeship system)
Rue Marie-Thérèse 1
1040 Bruxelles
Tel.: 02/2193788

Research institutions

Université Catholique de Louvain
Institut des Sciences du Travail
Place Montesquieu 1
1348 Louvain-la-Neuve
Tel.: 010/434228

Katholieke Universiteit Leuven
Hoger Instituut voor Arbeid (HIVA)
E. van Evenstraat 2 E
3000 Leuven
Tel.: 016/235644

Université Libre de Bruxelles
Institut de Sociologie
Avenue Jeanne 44
1050 Bruxelles
Tel.: 02/6491626

Research institutions of the trade unions:

Centre d'Information et d'Education populaire (CIEP)
Rue de la Loi 141
1040 Bruxelles
Tel.: 02/2333411
(Christian trade union CS)

Présence et Action Culturelles
Boulevard de l'Empereur 15
1000 Bruxelles
Tel.: 02/5119229
(Socialist trade union FGTB)

Projects

CEP Centre d'écolage professionelle
Chaussée de Waterloo 46
1060 Bruxelles
(combination of a youth centre, young people's home, training institution and employment project)

Science-Service-Travail, asbl
Rue G. Willame 6
1400 Nivelles
(see description of project)

Association pour le Développement, l'Emploi, la Formation et l'Insertion Sociale (Defis)
Avenue Clémenceau 10
1070 Bruxelles
Tel.: 02/5232035

(umbrella organization of numerous projects in and around Brussels)

Radio Télévision Animation (RTA)
Place de l'Ilon 17
5000 Namur
Tel.: 081/226871
(encouragement through the media, continuing training)

Ecole Supérieure Ouvrière
Avenue Brogniez
1070 Bruxelles
Tel.: 02/5206668
(reintegration, continuing training)

Canal Emploi
Boulevard d'Avroy 69
4000 Liège
Tel.: 041/237200
(encouragement through the media, continuing training)

Volkshochschule der Ostkantone
Bergstrasse 102
4700 Eupen
Tel.: 087/554383
(continuing training, research)

La FUNOC (la Formation par l'Université Ouverte de Charleroi)
Route de Mons 106
7031 Monceau-sur-Sambre
(continuing training, initial training, project development)

Atelier Marollen
Rue Haute 88
1000 Bruxelles
Tel.: 02/5114796
(vocational preparation and training for young foreigners in the building trades)

Financing institutions

La SAVE - Solidarité et Soutien aux Alternatives pour l'Emploi et la Qualité de la Vie
Rue des Canoniers 14
1400 Nivelles
(financed from Fondation Andrée Oleffe, associated firms and members of the cooperative)

Le PIVOT
Siège social: Mont 127
4820 Disou
(financed from time deposits on which no interest is paid. The lender can dispose of 20% of the deposited amount at any time.)

Literature

1. *Les Entreprises Alternatives*, Institut des Sciences du Travail, Dossier No. 5, Université Catholique de Louvain, June 1983.
2. *Le District Socio-Educatif et Culturel*, Paul Demunter, Christiane Verniers, Contradictions 1982.
3. *Conférence de jeunes pour l'emploi, Actes*, Louvain-la-Neuve 1983.

Institutions, projects, contacts
FEDERAL REPUBLIC OF GERMANY
I. National institutions

Bundesministerium für Bildung und Wissenschaft (BMBW)
(Federal Ministry of Education and Science)
Heinemannstrasse 2
5300 Bonn 2
Tel.: 0228/571
In the Federal Republic of Germany the BMBW is responsible for all operational aspects of vocational training. Matters relating to the trend in training places, the structural development of the training systems, pilot projects and problems connected with marginalized young people are processed centrally in the BMBW. Publications and information on specific questions/studies (by specialized departments) can be obtained (usually free of charge) from the Publications Department.

Bundesinstitut für Berufsbildung (BIBB)
(Federal Institute for Vocational Training)
Fehrbelliner Platz 3
1000 Berlin 31
Tel.: 030/8683-1
This, the largest research institute at national level, is the BMBW's technical 'partner' and plays a dominant role in determining the content, organization and legal basis of the vocational training system.
On behalf of the BMBW, it draws up a *Berufsbildungsbericht* (Vocational Training Report) each year and carries out basic research, implements pilot projects, provides advice on policy, etc. relating to the further development of the vocational training system.

Bundesministerium für Arbeit und Sozialordnung (BMA)
(Federal Ministry of Labour and Social Affairs)
Rochusstrasse 1
5300 Bonn 1
Tel.: 0228/527-1
The BMA is responsible for coping with labour market and employment problems at national level. Under the Labour Promotion Act the BMA takes a wide range of measures to reduce youth unemployment (with the emphasis on job-creation schemes)

In-school vocational training
All in-school training courses and theoretical instruction provided under the dual training system is the responsibility of the Federal Länder. Information can be obtained from the respective Education Ministries of the eleven Länder.

II. The 'two sides of industry'

Deutscher Gewerkschaftsbund (DGB)
(German Trade Unions Confederation)
Hans-Böckler-Strasse 39
4000 Düsseldorf 30
Tel.: 0211/43011
The Youth Department of the DGB is a particularly good source of information and publications on training and employment.

Industriegewerkschaft Metall (IGM)
(Union of Metal-Workers)
Wilhelm-Leuschner-Strasse 79-85
6000 Frankfurt
Tel.: 069/26471

This, the largest union to belong to the DGB, is particularly active in the field of vocational training. An important address for contacts/information at national level.

Bundesvereinigung der Deutschen Arbeitgeberverbände
(Federation of German Employers' Associations)
Gustav-Heinemann-Ufer 72
5000 Köln 51
Tel.: 0221/3795-0
This central federation of employers is a source of information on all sectoral associations.

Deutscher Industrie- und Handelstag (DIHT)
(German-Industrial and Trade Association)
Adenauer-Allee 148
5300 Bonn 1
Tel.: 0228/1040
Umbrella organization of the 69 chambers of industry and commerce in the Federal Republic. Responsible, *inter alia*, for the in-company side of training in industry.

Zentralverband des Deutschen Handwerks (ZDH)
(Central Association of the German Craft Sector)
Johanniterstrasse 1
5300 Bonn
Tel.: 0228/545-1
Umbrella organization of the craft enterprises. Responsible, *inter alia*, for the in-company side of craft training.

III. Research Institutions

Institut für Arbeitsmarkt- und Berufsforschung der Bundesanstalt für Arbeit (IAB)

(Institute for Labour Market and Occupational Research of the Federal Institute of Labour)
Regensburger Strasse 104
8500 Nürnberg
Tel.: 0911/171
With its wide range of research activities, the IAB paves the way for political action by the Federal government, the Federal Institute of Labour and other decision-making bodies in the training and employment sector. There are no other research institutions concerned solely with training and employment and politically/organizationally independent in the strict sense.
The following institutes consider training and employment problems as well as other issues:

Deutsches Jugendinstitut (DJI)
(Germnan Youth Institute)
Saarstrasse 7
8000 München 1
Tel.: 089/306231

Soziologisches Forschungsinstitut (SOFI)
(Sociological Research Institute)
Friedländer Weg 31
Tel.: 0551/55854-56

Max-Planck-Institut für Bildungsforschung
(Max Planck Institute for Educational Research)
Lentzallee 94
1000 Berlin 33
Tel.: 030/92951

Sozialforschungsstelle Dortmund
(Dortmund Social Research Centre)
Rheinlanddamm 199
4600 Dortmund 1
Tel.: 0231/128063

Wirtschafts- und Sozialwissenschaftliches Institut des DGB
(Economics and Social Sciences Institute of the Trade Unions Confederation)
Hans-Böckler-Strasse 39
4000 Düsseldorf 30
Tel.: 0211/434527

Institut der Deutschen Wirtschaft
(Institute of the German Economy)
Gustav-Heinemann-Ufer 84-88
5000 Köln 51
Tel.: 0221/37041

Institut Frau und Gesellschaft
(Woman and Society Institute)
Goethestrasse 29
3000 Hannover
Tel.: 0511/326441
A complete list of all research institutions can be found in Jahrbuch für Wissenschaft, Ausbildung und Schule, 1985, VGS-Verlag, Cologne.

IV. Organizations involved on the practical side of training and employment

Traditional organizers of work for young people
Associations in the Federal Republic with an ideological or religious slant have traditionally taken on tasks in the area of training and work which are not adequately catered for by firms and schools, measures to reduce youth unemployment being an important activity in this respect.

Traditional (large) bodies undertake training and employment projects for unemployed young people which supplement the standard instruments of the training/employment system and sometimes perform an innovative function.
Most of the following organizations have in all the Federal Länder branches which undertake a wide range of projects.

Internationaler Bund für Sozialarbeit Jugendsozialwerk eV
(International Federation for Social Work — Social Work for Young People)
Ludolfusstrasse 2-4
6000 Frankfurt
Tel.: 069/770571

Arbeiterwohlfahrt (AWO)
(Workers' Welfare)
Oppelner Strasse 130
5300 Bonn 1
Tel.: 0228/66850

Deutscher Caritas Verband
(German Caritas Association)
Karlstrasse 40
7800 Freiburg
Tel.: 0761/2001

Deutscher Paritätischer Wohlfahrtsverband
(German Equality in Welfare Association)
Heinrich-Hoffmann-Strasse 3
6000 Frankfurt 71
Tel.: 069/67061

Deutsches Rotes Kreuz
(German Red Cross)
Friedrich Ebert Allee 71
5300 Bonn
Tel.: 0228/5411

Diakonisches Werk der EKD
(Charitable Association of the German Protestant Church)
Stafflenbergstrasse 76
7000 Stuttgart
Tel.: 0711/21591

The *employees' organizations* have regional *in-service training centres*, which originally concentrated on retraining and in-service training schemes. For some years now they have also been active in education and initial training. For information and addresses, apply to:
DGB, Abt. Bildung
Hans-Böckler-Strasse 39
4000 Düsseldorf 30
Tel.: 0211/43011
The *employers' organizations* have a growing number of regional *education centres* in the form of registered associations, through which they organize education and training schemes. The addresses of the regional education centres can be obtained from:
Bundesvereinigung der Deutschen Arbeitgeberverbände
Gustav-Heinemann-Ufer 72
5000 Köln 51
Tel.: 0221/37950
Apart from these institutions, there has for some years been a considerable number of private institutions, schools, associations, etc. engaged in the education and training *business.*

Groups which fund/promote/advise alternative projects
The chronic shortage of funds from which alternative projects suffer and the discrimination they experience at the hands of public financing institutions are giving rise to various self-help activities.
The main function of these alternative financing initiatives is support on an economic basis. However, Netzwerk Selbsthilfe and Öko-Funds are also particularly good sources of information, addresses and concepts on the alternative project scene in the Federal Republic.

Netzwerk Selbsthilfe
(Self-Help Network)
Mehringhof
Gneisenaustrasse 2
1000 Berlin 61
Tel.: 030/6913072
Wealthy left-wing personalities/intellectuals contribute to a solidarity fund, which is used to subsidize model alternative projects.
Many German towns and cities have regional self-help networks, which are good sources of information. Addresses and telephone numbers can be obtained from Netzwerk Selbsthilfe in Berlin.

Öko-Fonds
(Eco-Fund)
in North Rhine-Westphalia, for example:
Nibelungenweg 1
4300 Essen
Tel.: 0201/594623
The Eco-Funds obtain their resources from Green Party Members of the Bundestag, who donate a proportion of the election campaign costs refunded to them, salaries or funds received by the Green Party from the State. These resources are used,

among other things, for innovative training and employment projects. All eleven Federal Länder now have an Eco-Fund. Addresses and telephone numbers can be obtained from the Eco-Fund in North Rhine-Westphalia (see above).

BBJ-Consult
Potsdamer Strasse 199
1000 Berlin 30
A newly established advisory institution for training and employment projects for young people in the Federal Republic.

V. Innovative training and employment projects for unemployed young people

The following list of addresses cannot, of course, claim to be complete. We have, however, applied two criteria in the selection of projects:
1. They combine, or are trying to combine, training and employment.
2. They have several years of practical experience.

Ruhrwerkstatt Oberhausen
Akazienstrasse 107
4200 Oberhausen
Tel.: 0208/803824
(training and employment projects linked to a wide range of cultural activities in an urban district)

Kaufmännische Lehrlinge im Mehringhof Ökotopia
Gneisenaustrasse 2
1000 Berlin
Tel.: 030/6913064
(wholesale company distributing Third World products and providing integrated commercial training)

Ausbildungswerk Bremen (Aucoop)
Weberstrasse 18
2800 Bremen
Tel.: 0421/73080
(training workshops for the building, carpentry, metalworking and electrical trades, which cooperate with firms they have set up themselves)

KreuzWerk
Görlitzerstrasse 40
1000 Berlin 36
Tel.: 030/6182017
(project in the youth services sector, combining alternative institutional upbringing, vocational training and self-help in the renovation of old buildings)

Bildungswerkstatt Altona
Gaußtrasse 15
2000 Hamburg 50
Tel.: 040/395285
(training in craft occupations in cooperation with a craft centre set up by the project itself)

Autonome Jugendwerkstatt Hamburg
Luisenweg 93
2000 Hamburg 26
Tel.: 040/2191007
(training of 67 young people in a wide range of occupations, linked to firms set up by the project itself)

Ausbildungswerkstatt Hofheim
Niederhofheimerstrasse 38
6238 Hofheim/Ts.
Tel.: 06192/26922
(vocational training in the painting, electrical and heating/ventilation trades, involving the conversion by the young people of an old leather factory into a craft cooperative)

Arbeiterbildungszentrum Bremen
Modellversuch 'Schulverweigerer'
Postfach 107506
2800 Bremen
Tel.: 0421/73060

(New forms of vocational preparation/ motivation lead on to full vocational training under the programme for the disadvantaged.)

VI. Literature

1. Damm, D. et al., *Berufsausbildung selber organisieren*, Handbuch für Ausbildungsinitiativen, Verlag Jugend und Politik, Reinheim 1985.
(project descriptions, progress reports and practical aids on organizing training projects)

2. Petzold, H., Schlegel, W., *Qual ohne Wahl.* Jugend zwischen Schule und Beruf, Verlag Jugend und Politik, Reinheim 1983.
(description and critical evaluation of the vocational training system and government measures to combat youth unemployment in the Federal Republic)

3. Huber J., *Die zwei Gesichter der Arbeit.* Ungenutzte Möglichkeiten der Dualwirtschaft, S. Fischer-Verlag, Frankfurt 1984
(analytical description and programmatic proposals for new developments in the employment sector)

4. Heinze, R.G., *Der Arbeitsschock*, Diederich-Verlag, Cologne 1984.
(description and analysis of the labour market trend, models for the redistribution of work)

5. *Sozialpädagogisch orientierte Berufsausbildung*, Handreichungen für die Ausbildungspraxis im Benachteiligtenprogramm des BMBW, Bonn 1985.
(description of the assistance available under the most extensive training programme for socially disadvantaged young people in the Federal Republic; fact sheets on many projects, literature on training problems)
The Handreichungen (information sheets) can be obtained free of charge from: BMBW, Öffentlichkeitsreferat, Heinemannstrasse 2, 5300 Bonn 2.

6. *Materialien und Praxisberichte zur Ausbildung und Arbeit von Jugendlichen*, Verlag Jugend und Politik, Reinheim.
(reports on practical aspects, planning papers, addresses, information, etc. on the training and employment of young people. Four to six issues on topical questions appear each year and can be obtained at cost from: Hundertmorgen Medienversand, Forstbergstrasse 7, 6107 Reinheim 2.

7. *Stattbuch 3: Ein Wegweiser durch das andere Berlin*, Stattbuchverlag, Berlin 1984.
(description of training and employment projects in Berlin and address to write to for contacts)
Stattbuch has published information on the project scene in various cities in the Federal Republic; obtainable through the (alternative) book trade.

8. *Unter Geiern — Ein Leitfaden für die Arbeit in selbstverwalteten Betrieben und Projekten*, Stattbuch-Verlag, Berlin 1984.
(financial and legal tips on the establishment of alternative projects)

Institutions, projects, contacts
DENMARK
National institutions
Undervisningsministeriet
(Ministry of Education)
Frederiksholms Kanal 21
1260 København K
Tel.: 01 - 925000
Almost all the legislation on training is the responsibility of the Ministry of Education. It is also responsible for the local authorities (with respect to primary and integrated lower secondary schools), the boards of technical schools, the governing bodies of further training institutions, etc.
Measures to combat youth unemployment are taken by the Ministry of Education, the Ministry of Labour and the local authorities.

Folkeskolens Forsøgsråd
(Experimental Board for Primary and Integrated Lower Secondary Schools)
Vester Voldgade 115
1552 København V
Tel.: 01 - 925000
The experimental board has some responsibility for experiments in primary and secondary schools.

Direktoratet for arbejdsmarkedsuddannelserne
(Directorate for Labour Market Training)
Norre Voldgade 16
1358 København K
Tel.: 01 - 131411
The directorate is part of the Ministry of Labour and is concerned with the training of semi-skilled workers and the continuing training of skilled workers.

Socialministeriet
(Ministry of Social Affairs)
Slotsholmsgade 6
1216 København K
Tel.: 01 - 122517

The 'two sides of industry'
Landsorganisationen i Danmark (LO)
(Danish Trade Unions Confederation)
Rosenorns Allé 12
1970 København V
Tel.: 01 - 353541

Specialarbejderforbundet i Danmark (SID)
(Danish Association of Semi-skilled Workers)
Nyropsgade 30
1602 København V
Tel.: 01 - 142140

Dansk Arbejdsgiverforening (DA)
(Association of Danish Employers)
Vester Voldgade 113
1552 København V
Tel.: 01-123311

Håndværksrådet
(Council of the Crafts)
Amaliegade 15
1256 København K
Tel.: 01 - 123676

Research institutions
Socialforskningsinstituttet (SFI)
(Institute of Social Research)
Borgergade
1300 København K
Tel.: 01 - 139811

Amtskommunernes og kommunernes forskningsinstitut
(Research Institute of the Local Authorities)

Nytorv 11
1450 København K
Tel.: 01 - 110300
Research on these subjects is centred on the University of Copenhagen and the university centres of Roskilde and Aalborg.
A list of the addresses of all the universities can be found in Rektorkollegiet, Undervisningsministeriet, Frederiksholms Kanal 21, 1220 København K, Tel.: 01 - 925000.
All the above-mentioned ministries and research institutions publish statistical material, which can also be obtained from:

Danmarks Statistik
(Danish Statistics)
Sejrøgade 11
2100 København Ø
Tel.: 01 - 298222

Organizations involved on the practical side of training and employment
Traditional organizers of employment for young people
Landsforeningen af beskæftigelseskonsulenter
Odsherredskolen
Jyderupvej 18
4560 Vig Station
Tel.: 03 - 415 117

Landsforeningen af projektledere
Sekretariatet
Alex Hold
Nørregade 63, 2/
5000 Odense C
Tel.: 09 - 122440

Danske Produktionshøjskolers Lærerforening
Brusgårdsvej 25
8900 Randers
Tel.: 06 - 427288

Højskolernes Sekretariat
Vartov
Farvergade 276
1463 København K
Tel.: 01 - 134882

Groups which fund/promote alternative projects
Sammenslutningen af produktionskollektiver og arbejdsfællesskaber (SARA)
Søgade 1 A
8000 Århus C
Tel.: 06 - 191299/06 - 198189

Kollektiv-koordineringen (Kokoo)
Huset
Rådhusstrade 13
1466 København K
Tel.: 01 - 155253

De kollektive Børne- og Ungdomsmiljøer
Støttekreds
c/o Marianne Reenberg
Smækkegårdsvej 215
2860 Gentofte
Tel.: 01 - 682172

Skejbyforeningen
Randersvej 195
8544 Mørke
Tel.: 06 - 974766

Egmont H. Petersens Fond
Vognmagergade 7
1120 København K
Tel.: 01 - 151925

Regnbuebanken
Vesterbro 5
9000 Ålborg
Tel.: 08 - 154130

Forskningsgruppen vedrorende Arbejds- og levemiljoer v professor Tore Jacob Heglund
Aalborg Universitetscenter
Institut for sociale forhold, administration og politiske institutioner
Kroghusstrade
9220 Ålborg Ø
Tel.: 08 - 158522
This research group has published statistics and lists of addresses of many 'alternative' sociopedagogical work and learning projects (see Literature).

Innovative training and employment projects for unemployed young people
Stenderup projektet
(production school for 30 young people)
Terpvej 69
6630 Rødding
Tel.: 04 - 846421

Svanholms Gods
(agricultural collective on which 250 people live together)
4050 Skibby
Tel.: 02 - 321670

Tvindskolerne
Madum
6990 Ulfborg
Tel.: 07 - 481066

This organization adopts many different pedagogical approaches. The attempt is made, however, to base teaching on social reality (Stortig point).

Åbæk Efterskole
6200 Åbenrå
Tel.: 04 - 625063
(an 'after-school' at which 60 young people work and learn)

Christiania Smedie
Bådsmandsstrade 43
1407 København K
Tel.: 01 - 548748
Christiania (a district of Copenhagen) is the site of the 'free city' of Christiania, where there are a number of workshops (e.g. alternative cycle mechanics, glass-blowing, textiles), businesses and social activities.

Kolding Hojskole
Skovvangen 18
6000 Kolding
Tel.: 05 - 530600
(an experimental adult education centre with 65 students)

Majgarden
Emmer Gamle Skole
Silkeborgvej 306
8700 Horsens
Tel.: 05 - 654403
(for 15 to 20 young people with social problems, who live together; has workshops)

Skejby Ungdomspension
P.O. Pedersensvej 1
8200 Århus N
Tel.: 06 - 167111

(for 50 young people, half of whom have criminal records; live together in small groups; has workshops)

Literature

1. *Utraditionelle beskæftigelsesmuligheder*

(Non-traditional Employment Projects)
Specialarbejderforbundet i Danmark, Copenhagen 1985.

2. *En systematisk oversigt over arbejds- og levemiljøer med socialpædagogisk sigte,* latest edition, 1985
Forskningsgruppen på AUC, Ålborg Universitetscenter, Bådehusvej 23, 9000 Ålborg
(analyses and commentaries on a number of socialpedagogically oriented employment projects)

3. *Produktionskollektiver og arbejdsfællesskaber I,* by Per Norrung and Jens Kjeldsen, Forskningsgruppen på AUC (see above)
(a nationwide study of projects and initiatives, broken down by activities/sectors; a rich source of information; obtainable from the Ålborg Universitetscenter — see above)

4. *Hvidbog om produktionsskoler,* Undervisningsministeriet 1984.
(this handbook on production schools can be purchased in bookshops)

5. A list of research and project publications on collective and project initiatives can be obtained from:
Forskningsgruppe vedrorende Arbejds- og Levemiljøer
Institut I
Ålborg Universitetscenter
Kroghusstrade 6
9220 Ålborg
Tel.: 08 - 158522.

Institutions, projects, contacts

FRANCE

National institutions

Training:
Délégation à la Formation Professionelle
55, rue Saint Dominique
75007 Paris
Tel.: 45568000
(part of Education Ministry responsible for vocational training)

Social economics:
Délégation interministérielle à l'économie sociale
Rue de Varennes
75007 Paris
Tel.: 42220786
(coordinates socio-economic questions on behalf of various ministries)

Employment:
Mission Promotion de l'Emploi
9, rue Georges Pitard
75015 Paris
Tel.: 48426800
(monitors the Employment Ministry's pilot projects)

Trade unions:
CFDT
4, boulevard de la Villette
75955 Paris Cedex 19
Tel.: 42038100

Establishment of enterprises:
ANCE Agence nationale pour la création d'entreprises
142, rue du Bac
75007 Paris
Tel.: 48426800

Marginalized young people
Délégation à l'insertion professionelle et sociale des jeunes en difficulté
71, rue Saint Dominique
75007 Paris
Tel.: 45559248

Information institutions
CIDJ Centre d'information et de documentation jeunesse
93160 Noisy le Grand
(government institution)

Centre Inffo
Tour Europe Cedex 07
92080 Paris La Défense
(government institution)

Ten Coopérative de conseils
10, rue Mayet
75006 Paris
Tel.: 42732727
(independent institution)

INFREP Institut national de formation et de recherche sur l'éducation permanente
14, rue Falguière
75015 Paris
Tel.: 43063311

Projects with the emphasis on training and employment
La Charpente
26, rue Emile Noirot
42300 Roanne
Tel.: 77 68 50 66
(training and employment in the building and carpentry trades)

CIEJ Centre d'initiative pour l'emploi des jeunes
42, rue Etienne Marcel
75002 Paris
Tel.: 42 61 52 68
(guidance, training, employment)

CARMO Chantier et Ateliers Relais
Montagne Ouverte
65520 Vielle-Aure
Tel.: 62 39 42 31
(guidance, training, employment)

MAJT
40, rue de Thumesnil
59000 Lille
Tel.: 20 52 69 75
(training and employment in the building and ancillary trades)

Le Décibel
26, rue de Coulmiers
44000 Nantes
(training and employment in the catering trade)

ATFJ Atelier pour le travail et la formation des jeunes
6, avenue du Mont St Michel
73000 Barberaz Chambéry
Tel.: 79 85 01 15
(see description of project)

UREI Rhône-Alpes (Union Régionale des entreprises intermédiaires Rhône-Alpes)
31, avenue de Saxe
69006 Lyon

Literature
1. *Éducation et société, No. 1,* éducation et développement Local,
from: EDILIG, 3, rue Récamier, 75341 Paris Cedex 07, CCP 41 4380 U Paris.
2. *Éducation et société, No. 3,* Formation, insertion sociale, création d'activités,
from: Edilig, see above.
3. *The Integration of Young People in Society and Working Life,* Report by Bertrand Schwartz for the Prime Minister of France, 1981.
English edition published by:

CEDEFOP, Bundesallee 22,
1000 Berlin 15.
4. *Financer l'économie sociale*, Xavier Greff et al., Paris 1983.

Institutions, projects, contacts
IRELAND

I. National institutions
AnCO — The Industrial Training Authority
P.O. Box 456
27-33 Upper Baggot Street
Dublin 4
Tel.: 01/685777
AnCO is the institution responsible for initial and continuing training in Ireland. For this purpose it has an almost nationwide network of training centres.

CERT — Council for Education, Recruitment and Training for the Hotel, Catering and Tourism Industries
1 Ailesbury Road
Dublin 4
Tel.: 01/693522
CERT is responsible for initial and continuing training for the hotel and catering trade, the food-processing industry and tourism. For some years now it has also provided special courses for unemployed young people.

ACOT — Council for Development in Agriculture

ACOT is responsible for initial and continuing training in agriculture (address obtainable from AnCO).

YEA — Youth Employment Agency
3/4 Upper Pembroke Street
Dublin 2
Tel.: 01/789844

The YEA is responsible for the coordination and further development of all existing measures for the vocational preparation, training and employment of unemployed young people and for the development of new programmes and concepts. It administers the funds derived from the Youth Employment Levy.

Industrial Development Authority (IDA)
Lansdowne House
Ballsbridge
Dublin 4
Tel.: 01/789844
The IDA is an institution set up by the government, the two sides of industry and the Bank of Ireland to promote industrial development. It also implements initial and in-service training schemes and assists self-employment projects.

II. The two sides of industry
Confederation of Irish Industry
Confederation House
Kildare Street
Dublin 2
Tel.: 01/779801

Irish Congress of Trade Unions (ICTU)
1 Grand Parade
Dublin 6
Tel.: 01/974244

III. Research institutions
Ireland has no research institutions concerned solely with vocational training and labour market issues.

The following institutions, however, conduct research in this as well as other areas.

The Economic and Social Research Institute (ESRI)
4 Burlington Road
Dublin 4

Institute for Industrial Research and Standards (IIRS)
Ballymun Road
Dublin 9
Tel.: 01/370101

National Institute for Higher Education (NIHE)
Dublin 9
Tel.: 01/370077

National Institute for Higher Education
Social Research Centre
Limerick
Tel.: 061/43644

Curriculum Development Unit
Trinity College
School of Education
28 Westland Row
Dublin 2
Tel.: 01/602433

Curriculum Development Centre
St. Patrick's Comprehensive School
Shannon
Co. Clare
Tel.: 061/61933

Department of Education
St. Patrick's College
Maynooth
Co. Kildare
Tel.: 01/285222

Centre for Cooperation Studies
University College Cork
Cork
Tel.: 021/26871

IV. Organizers/youth organizations
Faróige — National Youth Development Organization
Irish Farm Centre
Bluebell
Dublin 12
Tel.: 01/501166

Catholic Youth Council
20-23 Aran Quay
Dublin 7
Tel.: 01/725055/725230

National Federation of Youth Clubs
30 Mountjoy Square
Dublin 1
Tel.: 01/729829

Irish Foundation for Human Development
Garden Hill
1 St. James Street
Dublin 8
Tel.: 01/75821

V. Innovative projects
Limerick Youth Service
5 Lower Glentworth Street
Limerick
Tel.: 061/42444

Youth Development Project Ltd
Industrial Estate Stradavoher
Thurles
Co. Tipperary
Tel.: 0504/21592
(a project that concentrates on young delinquents)

Dublin's Inner City Educational Programme
apply to:
Curriculum Development Unit
Trinity College (for address see Research Institutions)
(a project for young 'trouble-makers' in Dublin's inner city)

Duan Laoghaire Community Youth Centre
Duan Laoghaire
Dublin
(a project for young 'trouble-makers' in a quarter of Dublin)

Youth Enterprises Shannon Ltd
Curriculum Development Centre
Shannon
Co. Clare
Tel.: 061/61878

Togher Community Development Ltd
Vicars Road
Togher
Co. Cork
Tel.: 021/968808

North Inner City Cooperative Ltd
83 Gardiner Street
Dublin 1
Tel.: 01/747420

COPE
Cooperative Centre
St. Michael's Estate
Inchiore
Dublin 8
(advisory centre for unemployed young people wanting to set up a co-operative)

Young Enterprise Scheme Wexford Ltd
Oyster Lane
Wexford

VI. Literature

1. An important source of information is the magazine *'Focus'* which is published every three months and can be obtained free of charge from the YEA.
2. The journal *'Administration'* has issued a special edition on youth employment/unemployment, which can be obtained from the YEA (price: IRL 4.50).
3. James McLoone (ed.), *Young Ireland: Potential Revolution*, obtainable from: Social Study Conference, 52 A Brookstone Lane, Baldoyle, Co. Dublin; price: IRL 3.50.

Institutions, projects, contacts
ITALY

I. National institutions
Ministero della Pubblica Istruzione
(Ministry of Education)
Via Napoleone III, 8
00185 Roma
Tel.: 06/7310308
The Ministry of Education is responsible for state vocational schools (Istituti professionali statali — IPS), at which an initial vocational qualification can be obtained in a three-year course and general matriculation in a two-year course.
The technical ministries of the various regions are otherwise responsible for *vocational training* matters.
The *Ministry of Labour* (Ministero del Lavoro e della Providenza Sociale) is responsible for placement, teacher training in the vocational training sector, research and pilot projects, and contacts with the European Community.

II. The two sides of industry
Confindustria
(employer's association)
Viale dell'Astronomia, 30
Roma
Tel.: 06/59031
There are three important umbrella organizations of trade unions:
(i) Confederazione Generale Italiana del Lavoro — CGIL
(Communist/Socialist)
Corso d'Italia, 25
Roma
(ii) Confederazione Italiana Sindicati Lavoratori — CISL
(Christian)
Via Tadino, 23
02012 Milano
(iii) Unione Italiana del Lavoro — UIL
(Socialist/Social Democratic)
Via C. Beccaria, 16
Roma

Cooperatives — umbrella organization:
Lega Nazionale delle Cooperative e Mutue
(Communist/Socialist)
Via Tomasetti
00161 Roma

III. Research institutions
Istituto per lo Sviluppo della Formazione Professionale dei Lavoratori — ISFOL
Via Bartolomeo Eustachio, 8
Roma
Tel.: 06/858440
ISFOL is a state research institution which comes under the Ministero del Lavoro and is concerned with vocational training and labour market questions.

Centro Studi Investimenti Sociali — Censis
Piazza di Novella, 2
00199 Roma
Tel.: 06/8390641
Censis is a private, independent social science research institution, which takes a very close interest in vocational interest in labour market and vocational training questions.

Istituto di Ricerche Economiche e Sociali — IRES
Corso d'Italia, 25
Roma
IRES is a research institution of the CGIL trade union confederation.

Centro Ricerche Economiche
e Sociali — Ceres
Via dei Villini, 13
00161 Roma
Ceres is a social sciences and economics research institution of the CISL trade union confederation.

Istituto Nazionale per la Formazione Cooperativa
Inforcoop
Via Tomasetti, 12
00187 Roma
Inforcoop is the research and vocational training institute of Lega Nazionale della Cooperative e Mutue.

Coopsind
Via Tomasetti, 12
00187 Roma
Tel.: 06/867851
Coopsind has been jointly established by CGIL and Lega Nazionale delle Cooperative e Mutue to conduct research and advise on cooperatives.

IV. Organizations/organizers

Ente Nazionale Acli Istruzione Professionale — ENAIP
Via Giuseppe Marcora, 18-20
Roma
Tel.: 06/586021 and 586031
ENAIP is close to the Christian trade union confederation and runs numerous vocational training schemes in Italy.

ARCI
Via Francesco Carrara, 24
Roma
ARCI is the largest Italian youth organization.

Centro Nazionale Opere Salesiane
Formazione Professionale
CNOS
Via Appia Antica, 16
00179 Roma
Tel.: 06/5138236
The Salesian order is one of the largest organizers of vocational training in Italy.

INCA
Via Pietro Felter, 26
00154 Roma
and
Windmuehlstrasse 2
6000 Frankfurt
INCA provides educational and social assistance for Italian migrant workers.

EFLI
Bildungswerk
Kronbergstrasse 28
6000 Frankfurt
EFLI is similarly an educational institution for Italian migrant workers.

V. Innovative projects

Cooperative Agricola 'Il Forteto'
Villa Gentili — Loc. Riconi
50062 Dicomano (Fi.)
Tel.: 055/838013/838589
(see description of project)

Monte Amiata
c/o Consorzo Amiata
Bagnore — S. Fiora
Tel.: 0564/977106

'Casa Balena'
Torre grosso, 51
06044 Castel Ritaldi
Perugia
Tel.: 0743/51679
Casa Balena is an ecologically oriented Italo-German vocational training project for women and girls.

Contact can be made through: Birgit Cramon-Daiber, Elsholzstrasse 7, 1000 Berlin 30.

Cooperativa Archeologica
Via Tacito, 41
Roma
Tel.: 06/382329

and
Cooperativa La Montagna
Via Marcantonio Colonna, 44
Roma
Tel.: 06/315948
These two projects can provide highly trained young people for various services in the archeological sector. They are interesting for the vocational training they provide.

ENAIP — Catanzaro Project
c/o Dr Guiseppe Curzio, Coordinatore Regionale
Viale de Filippis, 228
Catanzaro
ENAIP has undertaken an Italo-German vocational training project in the region together with a pilot project of the Berlin Senate. Contact through: Peter Collingro, Technical University of Berlin, Tel.: 030/3145070.

Bottegha di Transizione
Progetto giovani del Comune di Bologna
Via Oberdan, 24
40126 Bologna
The City of Bologna provides unemployed young people with workshops in the inner city area, where they can work independently and establish craft firms.

Information, projects, contacts
NETHERLANDS

I. The ministries concerned
1. **Ministerie van Onderwijs en Wetenschapen,** O. en W.
(Ministry of Education and Science)
Europaweg 4
Postbus 25000
2700 LZ Zoetermeer
Tel.: 079/531911

2. **Ministerie van Sociale Zaken en Werkgelegenheid,** SoZaWe
(Ministry of Social Affairs and Employment)
Zeestraat 73
Postbus 20801
2500 EV's-Gravenhage
Tel.: 070-715911

3. **Ministerie van Welzijn, Volksgezondheid en Cultuur,** WVC
(Ministry of Welfare, Public Health and Culture)
Steenvoordelaan 370
Postbus 5406
2280 HK Rijswijk
Tel.: 070-949393/949233

4. **Ministerie van Economische Zaken,** EZ
(Ministry of Economic Affairs)
Bezuidenhoutseweg 30
Postbus 20101
2500 EC Den Haag
Tel.: 070-798911

II. National institutions
1. **Wetenschappelijke Raad voor het Regeringsbeleid, WRR**
Plein 1813 No 4
2514 JN Den Haag
Tel.: 070-614031

2. Sociaal Cultureel Plansburo, SCP
J.C. van Markenlaan 3
Postbus 37
2280 AA Rijswijk
Tel.: 070-949330

3. Harmonisatieraad Welzijnsbeleid, HRWB
Lange Voorhout 19
Postbus 20201
2500 EB Den Haag
Tel.: 070-624761

4. Raad voor het Jeugdbeleid
Koningslaan 46
1075 AE Amsterdam
Tel.: 020-768995

III. The 'two sides of industry'
1. Employers
1.1 Verbond van Nederlandse Ondernemingen, VNO
Prinses Beatrixlaan 5
Postbus 93093
2509 AB 's-Gravenhage
Tel.: 070-497373

1.2 Nederlands Christelijk Werkgeversverbond, NCW
Scheveningsweg 52
Postbus 84100
2508 AC 's-Gravenhage
Tel.: 070-514071

2. Employees
2.1 Christelijk Nationaal Vakverbond in Nederland, CNV
Ravellaan 1
Postbus 2475
3500 GL Utrecht
Tel.: 030-941041

2.2 Federatie Nederlandse Vakbeweging, FNV
Plein '40 - '45 no. 1
Postbus 8456
1005 AL Amsterdam
Tel.: 020-5110777

2.3 WJ-CNV Jongerenorganisatie
Ravellaan 1
Postbus 2475
3500 GL Utrecht
Tel.: 030-941041

2.4 FNV - Jongerenbeweging
Plein '40 - '45 no. 1
Postbus 8456
1005 AL Amsterdam
Tel.: 020-5110777

IV. Research institutions
1. Stichting Het Nederlands Economisch Instituut, NEI
Burg. Oudlaan 50
Postbus 4175
3006 AD Rotterdam
Tel.: 010-525511

2. Instituut voor Sociaal-Wetenschappelijk Onderzoek, IVA
van de Katholieke Hogeschool Tilburg
Hogeschoollaan 225
5037 GC Tilburg
Tel.: 013-669111

3. Instituut voor Toegepaste Sociologie, ITS
Graafseweg 274
6532 ZV Nijmegen
Tel.: 080-780111

4. Werkgroep Arbeidsvraagstukken en Welzijn
Faculteit der Sociale Wetenschappen
Rijksuniversiteit Leiden
Hooigracht 15
2312 Leiden
Tel.: 071-148333, ext. 6376/6350

5. Stichting Interuniversitair Instituut voor Sociaal-Wetenschappelijk Onderzoek, SISWO
Oudezijdsachterburgwal 128
Postbus 19079
1000 GB Amsterdam
Tel.: 020-240075

6. Stichting voor Economisch Onderzeok, SEO
van de Universiteit van Amsterdam
Jodenbreestraat 23
1011 HN Amsterdam
Tel.: 020-242412

7. Werkgroep 2000
Hooglandseweg 15
Postbus 2000
3800 CA Amersfoort
Tel.: 033-724224

8. Nederlands Instituut voor Maatschappelijk Werk Onderzoek, Nimawo
Willem de Zwijgerlaan 66
2582 ES Den Haag
Tel.: 070-551000

9. Nederlands Instituut voor Maatschappelijke Opbouw, NIMO
Havensingel 8
5211 TX 's-Hertogenbosch
Tel.: 073-137295

V. Private vocational training institutions

1. Stichting Centraal Orgaan van de Landelijke Opleidingsorganen van het Bedrijfsleven, COLO
(central organ of the national training bodies, of which 31 for the apprenticeship system, three being the responsibility of the Ministry of Agriculture and Fisheries)
Riouwstraat 39
2585 GR Den Haag
Tel.: 070-634627

2. Stichting Centraal Orgaan Regionale Organen, CORO
(central organ of the regional bodies, of which there are 14, responsible for the sociopedagogical counselling of apprentices)
Ravellaan 1
Postbus 2475
3500 GL Utrecht
Tel.: 030-941041, ext. 230

3. Landelijke Beleidsgroep Contactcentra Onderwijs-Arbeid, COA
(responsible for 12 regional instruction + work centres)
Ravellaan 1
Postbus 2475
3500 GL Utrecht
Tel.: 030-941041, ext. 227

VI. Educational organizations

1. Stichting Landelijke Organisatie Vormingswerk voor Jongeren, VWJ
(nationaal association of educational institutions)
St. Laurensdreef 49
Postbus 9175
3506 GD Utrecht
Tel.: 030-611807

2. Landelijke Organisatie voor Christelijk Vormingswerk, LOCV
(national association for Christian educational work)
Ravellaan 1
Postbus 2475
3500 GL Utrecht
Tel.: 030-941041

3. Landelijke Vereniging Vormingswerk Jonge Volwassenen, VJV
(national association of over 100 educational institutions for young adults, aged 17 to 30)
Mariahoek 1A
3511 LD Utrecht
Tel.: 030-333325

VII. Socio-cultural activities and advancement work
1. Vereniging GAMMA
(national organization for socio-cultural and advancement activities; there are about 900 institutes)
Nieuwegracht 4-8
Postbus 14004
3508 SB Utrecht
Tel.: 030-334314

VIII. Unemployment problems
1. Nederlands Centrum voor Werkloosheidsvraagstukken, NCW
John F. Kennedylaan 101
Postbus 85
3980 CB Bunnik
Tel.: 03405-64224

2. Landelijke Stuurgroep Sociaal Kulturele Aktiviteiten voor Werklozen, SKW
John F. Kennedylaan 101
Postbus 85
3980 CB Bunnik
Tel.: 03405-64224

3. Stichting Het Leven Begint bij 40
John F. Kennedylaan 101
Postbus 85
3980 CB Bunnik
Tel.: 03405-64224

4. Landelijk Steunpunt Vrouwen en Werk, LSV
Koningslaan 11
3583 GC Utrecht
Tel.: 030-522030

IX. Voluntary work — spare-time activities
1. Landelijke Vereniging van Vrijwilligerscentrales, LVV
Catherijnesingel 70
3511 GM Utrecht
Tel.: 030-331373

2. Landelijk Steunpunt Vrijwilligerswerk, LSW
Catherijnesingel 70
3511 GM Utrecht
Tel.: 030-319844

X. Literature
Since 1983 there have been two collections of papers on local initiatives and projects in the Netherlands, which provide the best introduction to the 'project scene'.
1. Employment projects:
Atlas van lokale initiatieven in Nederland, 1984 edition obtainable from: Stichting Economisch Instituut, Tilburg, Hogeschoollaan 225, 5037 GC Tilburg

2. More closely combined training and employment projects/social initiatives:
Atlas van lokale initiatieven in Nederland 1984. Werkprojecten en ondersteundende instanties. Published by Ministerie van Sociale Zaken en Werk-

gelegenheid, obtainable from bookshops (HFL 35.00) or the Ministry of Social Affairs, Zeestraat 73, The Hague

Over 1000 pages in length, this work provides the following information on each project:
name and address, person to contact/ telephone number, date of establishment, legal and organizational basis, costs, target group(s), other projects/bodies cooperated with, number of people employed for how long, how they come to be involved in the project, etc.

CEDEFOP — European Centre for the Development of Vocational Training

Training for everyone
A guide to the planning of innovative training and employment projects for unemployed young people in the European Community

Per-Marcel Ketter
Dr Hans Joachim Petzold
Dr Wolfgang Schlegel

Luxembourg: Office for Official Publications of the European Communities

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